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ABSTRACT

This report provides an overview of Joining Forces' first year and summarizes the substantive knowledge gained from cross-sector collaboration, in four sections. Section I discusses the background of the Joining Forces initiative. With an initial grant from the Ford Foundation, in late 1987, the National Association of State Boards of Education (NASBE) launched the Joining Forces, a national effort to help the education and human service sectors work together to aid children and families at risk. Section II summarizes the deliberations of the Wingspread Conference held in May 1988. Particularly significant is this section's focus on the leadership of the education and human service communities discussing their shared commitment to children and families at risk and the amount of work that lies ahead as an expression of that commitment. Section III and a table included at the end of the report present a summary of the results of a survey sent to all state education and human service agencies in an effort to list the current state-level collaborative task force/committees, agreements, and initiatives and scan good examples of collaboration. Forty-eight states and territories responded. The survey and related data show a great deal of cooperative interagency planning. Section IV concludes the report with an overview of Joining Forces' future agenda--an action plan designed to broaden the base of cross-sector interagency planning. (JAM)

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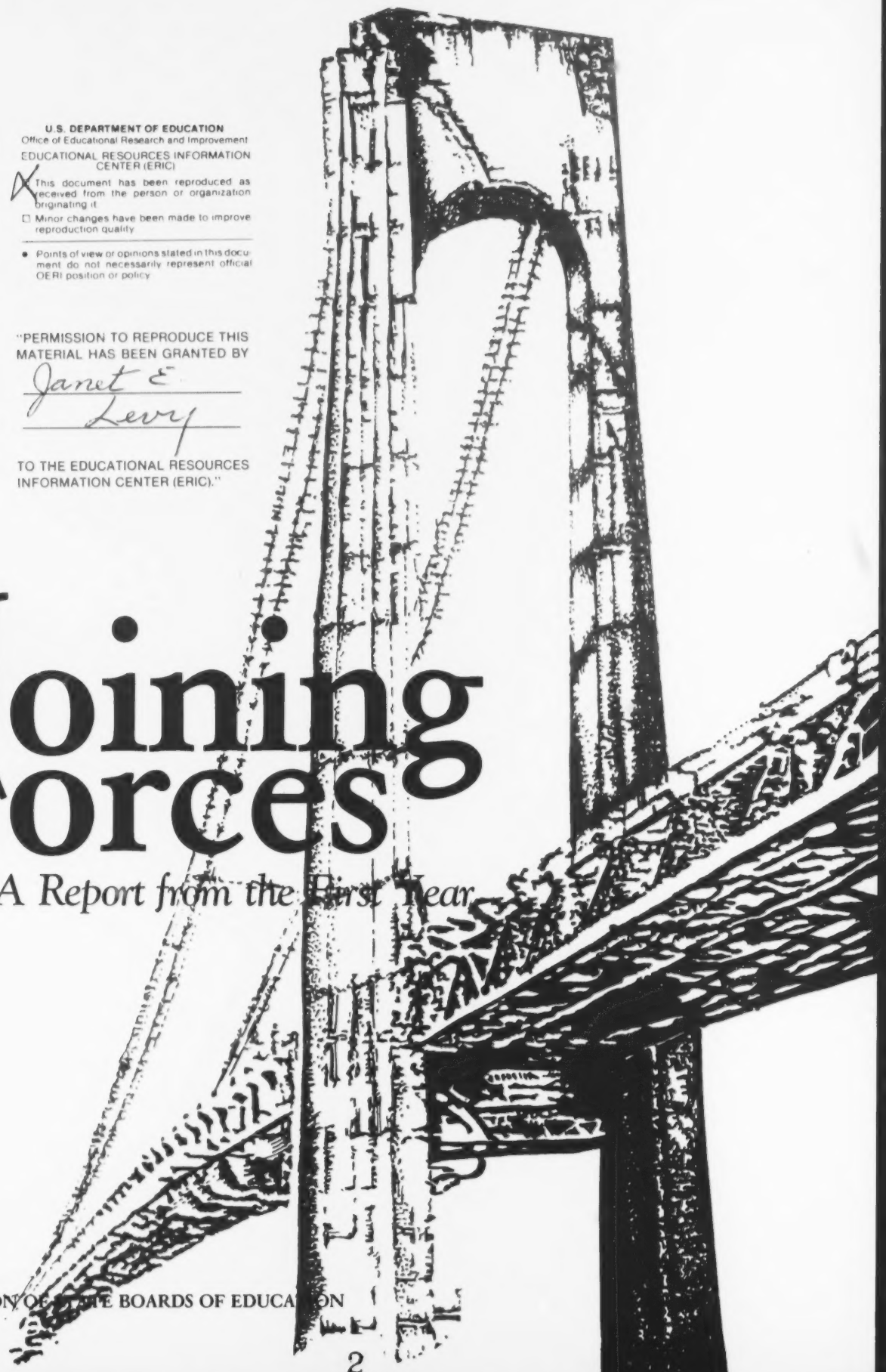
Joining Forces

A Report from the First Year



TIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

Joining Forces

A Report from the First Year

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February, 1989

To the reader:

Today, millions of children and their families face circumstances which threaten their immediate well-being and put them at risk of long-term disadvantage and a bleak future. This society cannot afford from either an ethical or economic perspective to ignore this situation.

A little over a year ago, out of a deeply felt concern for these children and families and a conviction that more effective help would result if people-serving systems worked together on their behalf, NASBE launched its **Joining Forces** initiative.

We have been gratified by the response of our colleagues in the education community and our counterparts in human services, whose readiness to join with us is testament to their own concern and commitment. It has also been heartening to learn of the collaboration already underway in many states and communities. Although for the most part limited in scale, these endeavors affirm that institutions can work together in important and effective ways.

The challenge ahead is to translate this early experience and support for the principle of collaboration into new practices and new partnerships among schools and social welfare agencies throughout the country. We look forward to working with you to meet that challenge.

Gene Wilhoit
Executive Director
National Association of State
Boards of Education

Roseann Bentley
President
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Boards of Education

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Table of Contents

Page

I. Joining Forces: Linking Education and Human Services to Help Children and Families At Risk 1

An Urgent Problem

A Moment of Opportunity

Joining Forces

Report From the First Year

II. The Dialogue Begins: Summary of the Wingspread Conference 3

III. The Foundation Is Laid: Report on a National Survey of Collaborative Efforts 5

Understanding What Is Happening Now

What Gets Collaboration Started?

The Results of Collaboration to Date

Support from a Wider Range of Partners

Improvements in Service Delivery

New Kinds of Service

Processes and Structures to Support Expanded Collaboration

Making It Work: What Contributes to Successful Collaboration 15

IV. Future Directions 17

From First Steps to Fundamental Change

The Role of **Joining Forces**

The Wingspread Conference

Proceedings

List of Participants

Wingspread Radio Programs

Summary of Selected State-Level Collaborative Task Forces/Committees, Agreements, and Initiatives

Joining Forces I

Linking Education and Human Services to Help Children and Families At Risk

An Urgent Problem

In the American dream, education has always been seen as the pathway to success — an entree to good jobs, stable homes, and fulfulling lives. But today, for millions of children and their families, the path is strewn with obstacles and the dream seems beyond reach.

Of the children entering school in 1988, one in four was born into poverty, half a million were born to teen parents, over half will at some point live with only one parent in households that are prone to poverty and stress. Adding to these risks are widespread substance abuse, inadequate health care, and a lack of affordable housing that leads to overcrowding and, at the extreme, homelessness. Often, a family confronts many of these circumstances simultaneously, dramatically increasing the degree of risk and the complexity of solutions.

Research increasingly points to a demonstrable and fundamentally troubling correlation between risk factors such as these and educational achievement. If present patterns hold, at least twenty-five percent of America's young people will not graduate from high school, and those who live in urban areas or who come from poor families face even more dire prospects. In an economy that demands ever-increasing knowledge and skills to command a place in the job market, that future is no future at all.

The plight of these children and their families reminds us daily of the inefficacy of current efforts to help those trapped by poverty, broken homes, and lack of education to overcome disadvantage and achieve the success of the dream.

People-serving systems generally are not positioned to respond to early warning signs, but react only when there is failure or crisis — when it is much more difficult and much more expensive to achieve success. When these systems do intervene, their objectives are often narrow and modest; most of what is done is intended only to relieve the most extreme manifestations of the crisis. There are few procedures or people to serve as bridges, to identify those in need and assure that they are aware of and have access to the resources which do exist. Program definitions, eligibility rules and financing patterns limit organizational actions and perspectives to a narrow focus. Systems essentially function in isolation from one another, and virtually none sees the individual or the family unit as a whole, with all its interrelated problems and strengths.

Administrators and line-level staff throughout the major people-serving systems on which **Joining Forces** focuses — education, welfare, and child welfare — are well aware of the growing chasm between the enormous and complex problems of today and what the systems as presently configured are able to do to help. Schools alone cannot compensate for the disadvantage created by troubled homes and troubled communities. Welfare and social services may momentarily mitigate a crisis, but cannot promise a hopeful future to those who lack abilities demanded by the job market.

The gap between what these systems presently can do and what they want to do is driving individual reform efforts in all sectors. This change is critical, yet in itself, it will not be enough. To have an impact on the problems of poverty, to help recapture the dream, the various systems must fundamentally change both the way they operate and the way they relate to one another.

A Moment of Opportunity

The convergence of reform in all of the people-serving systems presents a moment of unique opportunity in which to pursue a collaborative agenda.

During times of change, institutional patterns tend to be less rigid, and people are more willing to consider fresh possibilities. Admittedly, the uncertainty and instability that accompany change create tension, and change in itself absorbs a great deal of energy. But the mere fact that attention is focused somewhere other than on the demands of daily routine brings a potential openness to new ideas.

This is also a propitious time for collaboration because education and human services face *common* challenges as they try to help the *same* people and respond to the *same* problems. Moreover, the goals that each system is setting for its own reform effort cannot be fully realized alone, but depend on complementary action by one or more other sectors. Family crises and the conditions of poverty must be alleviated if children are to concentrate in the classroom; children must succeed in the classroom if

they are one day to support themselves and avoid long-term dependency.

The changes that are being proposed also will have effects, both predictable and unanticipated, across sectors. These implications need to be addressed jointly and systematically to maximize chances of success and minimize negative repercussions on people. Given cross-system impacts and mutual dependence in striving to achieve goals, collaboration in fact is in the systems' own self-interest.

Welfare reform offers a good case in point. Preventing multi-generational dependency, a fundamental goal of reform, means that children must receive a good education. Reform is destined to fail if, at the same time the welfare system is helping parents on the road to self-sufficiency, their children are dropping out of school and coming onto the rolls. There are immediate cross-system concerns as well — for example, the effects on academic institutions as many adult recipients seek remedial education in preparation for jobs and as targeted youngsters, who in the past might have drifted away from school, are required to return to or stay in school.

Another reason we regard this as a moment of opportunity is that the potential motivation of self-interest is complemented by many commonalities among the reform efforts in concerns and operational approaches. Increasingly, all the systems under consideration are attempting to refocus on desired outcomes, rather than simply to specify required inputs. In line with this emphasis on outcomes, staff responsibilities are being redefined, and there is a readiness to consider flexibility in local design and delivery, so long as adequate accountability for achievement of outcomes is maintained. There is strong interest in more effectively mobilizing and coordinating a broad range of services to achieve desired ends, as suggested by the frequent use of terms like "case management" across all sectors. And consensus is emerging on a set of basic principles which can form the framework for development of a new, *shared* vision of the environment and supports society seeks to create for children and their families.

Joining Forces

Recognizing the enormity and complexity of the challenge, and today's favorable conditions for a collaborative response to that challenge, the National Association of State Boards of Education issued a call for joint action by educators and their social welfare counterparts. With an initial grant from the Ford Foundation, in late 1987 NASBE launched the **Joining Forces** initiative, a national effort to help the education and human service sectors work together to aid children and families at risk. Where in the past barriers have stood to hinder collaboration, **Joining Forces** could now serve as a bridge to forge new linkages and new partnerships.

Other national organizations and officials throughout the country responded immediately and with enthusiasm. They too saw collaboration as critical. "The time is right," they said. "Collaboration is a must. The problems are too big for us. We can't do it alone." **Joining Forces** was welcomed as an expression of this common concern and as an avenue through which this agenda could be advanced.

What did these organizations and officials tell us was needed from an effort like **Joining Forces**? They wanted information and program ideas on the home- and school-based approaches that have been shown by research and experience to be successful. They wanted an opportunity to think together about the issues. They wanted the visibility and credibility that a national endeavor could give to the concept of collaboration. And they wanted the assistance of an external force that could act as a catalyst to get action underway. These are the goals toward which we have worked in this first year.

Report From The First Year

This report provides an overview of **Joining Forces'** first year, and summarizes the substantive knowledge we have gained in working with officials from throughout the country on the issue of cross-sector collaboration.

In this first section, we have discussed the underlying motivation for the **Joining Forces** initiative.

Section II summarizes the deliberations of the Wingspread Conference held in May, 1988; a more detailed overview of the conference proceedings and the list of participants are included at the end of the report. Particularly significant as a rare opportunity for the leadership of the education and human service communities to sit *together* for discussions, this conference highlighted both the shared commitment to children and families at risk and the amount of work which lies ahead to give life to that commitment.

In Section III and a table included at the end of the report, we summarize the results of a survey sent to all state education and human service agencies in an effort to understand the current base of collaboration and to begin to identify good examples on which we can build. Forty-seven states and territories responded, a measure in itself of the enthusiasm for the idea of collaboration; they shared with us a wide range of experiences in collaboration at the state and local levels. The survey and related data-gathering show a great deal of collaboration underway, perhaps not yet as broad-based or deep-reaching as will develop, but nonetheless exciting and instructive in the promise that it holds for future efforts.

Section IV concludes the report with an overview of the next steps planned for **Joining Forces**.

The Dialogue Begins II

Summary of the Wingspread Conference

The search for possible avenues of collaboration was the central theme when leaders from the nation's people-serving systems met at the Wingspread Conference Center on May 22-24, 1988. The sixty conference participants, representing education, welfare and child welfare, came from nineteen states and major national organizations, including NASBE, the National Governors' Association (NGA), the Council of Chief State School Officers (CCSSO), the Education Commission of the States (ECS) and the American Public Welfare Association (APWA). Policy, research and advocacy organizations and foundations were represented as well.

In a rare opportunity for cross-sector dialogue, these policymakers considered the goals toward which collaboration on behalf of children and families at risk should be directed and issues which must be addressed in framing a collaborative agenda.

Lisbeth Schorr, in her keynote address, countered arguments that nothing can succeed against today's large and complex social problems by identifying education, health, and human service programs that have had documented success with families and children at risk. Up until now, most of these programs have operated on a small scale, often protected from bureaucratic demands and constraints. The challenge ahead is to determine how these successful strategies can be translated to a bigger scale and large systems reshaped in line with their lessons.

From Schorr's summary of the features that make programs effective and the ensuing conference discussions, there emerged guiding principles for improving individual people-serving systems and developing a shared vision: 1) the complex problems facing today's families call for intensive, comprehensive services that respond not just to isolated concerns, but to the "whole person" and the community in which that person lives; 2) the family, although changing in nature and capacity, remains vitally important, and should be strengthened and complemented, not further displaced, by other societal institutions; and 3) as systems are reconfigured, the emphasis must shift from remediation and maintenance to early intervention and, ultimately, prevention.

These underlying principles point to collaboration among systems as being both natural and necessary. No institution by itself can meet the full range of needs presented by children and families at risk, and collaboration offers a way to achieve comprehensiveness. Collaboration also holds promise for the early identification that can lead to early intervention, as examples raised by conference participants demonstrated. The welfare department can identify high-risk families who should receive special encouragement to enroll their young children in early childhood education programs. Long before there is a visible bruise that would precipitate protective services involvement, teachers who see a child daily can detect signs of home-based stress that might warrant family support services.

Having affirmed these basic principles and reasons for collaboration, the Wingspread conferees began to tackle the question of how greater collaboration can be fostered. They considered opportunities for and the barriers to collaboration, and concurred that fundamental systemic change will be needed to achieve a broad-based collaborative vision. Roles of teachers, human service staff, administrators, and whole institutions must be redefined. There must also be changes in staff preparation, financing mechanisms, and the organization and location of programs.

No one expects such sweeping changes to be made easily, of course. A telling realization of those at the Wingspread Conference was how little interaction of significance there is among people-serving systems, and how infrequent are the chances to develop a better understanding of one another's programs and objectives. As a consequence, conferees found that at this early stage of framing a collaborative agenda, there are few ready "answers" to be had about how to strengthen or create linkages to better support children and families. The Wingspread dialogue represented the beginning of a search for these answers, but participants agreed that a great deal of work lies ahead. Those in attendance expressed their commitment to proceed with that work in their own states, and encouraged the broadening of the dialogue to reach their colleagues throughout the country.

As a first step to include this wider audience, the Wingspread conference deliberations are reported in greater detail at the end of this report.

The Foundation is Laid III

Report on a National Survey of Collaborative Efforts

While the broad-based collaboration envisioned in the Wingspread conversations lies in the future, schools and human service agencies are not strangers to one another. There are many long-standing points of intersection, and creative new linkages are being formed every day, as those who work with children and families at risk explore ways to improve their capacity and response.

No one has all the answers; no one has yet put together all the pieces. But past and present efforts are nonetheless important steps toward the future realization of a broader, comprehensive agenda.

Fundamentally, these efforts are important because they help improve the lives of those they touch, and stretch limited resources to meet critical needs. They inform us about what works, and can serve as examples for others seeking change. A source of shared pride, enthusiasm, and momentum, they are also a base on which to build broader efforts.

Understanding What Is Happening Now

During **Joining Forces'** first year, NASBE has collected information on existing collaborative efforts in order to understand the base of experience from which states and local communities can begin to pursue broader collaboration.

Administrators, teachers, and social workers have described what they are doing. Other sources of information were the participants at Wingspread and national organizations and researchers who have examined issues related to interagency cooperation.

More formally, in the spring of 1988, NASBE sent a questionnaire to all state education and human service departments. The questionnaire was also distributed to local officials through the National Council of Local Public Welfare Administrators, an affiliate organization of the American Public Welfare Association. The questionnaire requested information about:

Interagency task forces, committees or similar forums addressing problems of at-risk children and families;

Interagency agreements regarding at-risk children and families;

Gubernatorial initiatives or similar approaches grouping programs in a number of agencies around a theme related to at-risk children and families; and

Specific programs linking education and social welfare.

Forty-seven states and territories and numerous local agencies submitted written responses. In some cases, telephone interviews were conducted to clarify and expand the information provided on the questionnaires.

This chapter summarizes what we have learned thus far about the foundation on which a structure of broad-based collaboration can be built. Discussed are the origins and results of collaboration to date, and some of the key elements contributing to successful collaboration. A table at the end of the report presents an overview of reported state-level linking mechanisms, such as interagency agreements and task forces, and selected initiatives.

What Gets Collaboration Started?

Some level of interagency collaboration exists in every state. While the extent and exact nature of the collaboration vary widely, the subjects are often the same. For example, many states have turned collaborative attention to child abuse and neglect, handicapped infants and toddlers, child care and early childhood education, and adolescent pregnancy.

The experience reported in our survey also shows a similarity in the factors which provide the initial impetus for collaboration. Among the most important are: *1) the need to conserve scarce financial resources; 2) overlapping administrative responsibilities; 3) legal mandates; 4) new resources which are contingent on collaboration; 5) structured opportunities for people to work together; 6) leadership of key officials; and 7) strong interest from the public or the advocacy/professional community in a cross-cutting issue.* The remainder of this section examines these factors more closely and provides examples of the collaboration they have stimulated.

The need to conserve scarce financial resources has prompted collaboration in service planning for children and adolescents with severe physical,

emotional, or mental disabilities, especially those requiring residential care. These are complicated and expensive cases to handle, and collaboration is seen as a way to use resources more efficiently. Coordination in this area frequently focuses on individual cases; system level progress has been encouraged through the National Institute of Mental Health's Child and Adolescent Service System Project (CAASSP).

Initial collaboration in the area of child abuse and neglect generally has been attributable to *overlapping administrative responsibilities*. Under state laws, there are shared responsibilities across systems, e.g., school personnel must report suspected abuse and neglect, while human service agencies investigate reports. Similarly, overlapping responsibilities for licensing and supervision led to initial collaboration in the area of child care and early childhood education.

Although it is difficult to evoke a collaborative spirit through an externally imposed order, *legal mandates* sometimes have played a role, as in service planning for handicapped infants and toddlers. To obtain federal funds under P.L. 99-457, a state must set up an interagency council. The law also mandates cost-sharing and development of a statewide, coordinated system for early intervention. Collaboration on this subject has been helped by experience gained with the school-age population under P.L. 94-142, an earlier law which P.L. 99-457 amends.

A more recent effort to mandate collaboration is the Stewart McKinney Act, which requires interagency planning to obtain federal funds for homeless programs. Interagency collaboration in this area does not have the historical background enjoyed by P.L. 99-457, and is developing more slowly as agencies sort out what should be done, who should do it, and how to implement requirements like those related to school enrollment of children living in temporary shelters.

In both the cases cited above, legal mandates were linked to financing. Other experience shows that financing, even without the backing of law, can be important. *New resources*, either explicitly designated for collaboration or whose availability is contingent on collaboration, also can stimulate action by providing the incentive and capacity to take on an additional responsibility.

The Ford Foundation's Urban Dropout Prevention Collaboratives and the Annie E. Casey Foundation's New Futures and child welfare reform projects (see the Wingspread Conference proceedings) are making significant financial and technical resources available to encourage collaborative action. Through the auspices of the Youth 2000 campaign, itself a result of collaboration between the U.S. Department of Health and Human Services and the U.S. Department of Labor, many states are undertaking interagency efforts to promote public awareness about the needs of 16-19 year olds. On a smaller scale, a grant award program of the Council of Chief State School Officers encourages interagency collaboration to achieve the goals of the Council's Policy Statement on Assuring School Success for Students At Risk.

States, too, have used the lure of new dollars to stimulate collaboration. Maryland's Investment in Job Opportunities program, Washington State's Birth to Six program, and New Jersey's School-Based Youth Services all require that education, human services, and other key partners in a local community jointly submit a plan in order to claim or compete for state financing. Generally speaking, local response to initiatives like these has been enthusiastic, often with partners willingly committing resources to the joint

Florida's 1988 Interagency Cooperative Agreement between the Commissioner of Education and the Secretary of Health and Rehabilitative Services (HRS) begins with a set of "Interagency Affirmations" including:

"We are enthusiastic members of a team . . ."

"We . . . use the [different organizational structures] to develop creative and effective methods for delivering quality services."

"We acknowledge and reward local efforts [to implement] joint . . . initiatives."

"We actively and thoughtfully listen to each other's perspective. . ."

A three-level administrative structure will translate these affirmations into action: 1) the Executive Level, or two top officials, will regularly assess progress and coordinate budget plans; 2) senior managers from each agency and the Governor's Office, the Policy Development Level, will recommend new initiatives and develop related policies and precedures; and 3) the Policy Implementation Level, with key program managers, will bring approved initiatives into being.

Priorities for first year attention include: school health services, AIDS education and prevention, dropout prevention, child care, and prekinderzarten programs.

endeavor that far exceed the "seed money" offered by the state.

Sometimes the resource that stimulates collaboration is not funding, but a *conference or other structured opportunity for people to work together.* These sessions offer the support of readily available facilitators and experts, and the camaraderie of others grappling with the same problem. State interagency teams attended a series of Wingspread Conferences on Adolescent Pregnancy sponsored by the American Public Welfare Association and the Johnson Foundation, the Education Commission of the States' 1987 Forum on At Risk Youth, and this year, the Council of State Planning Agencies' Dropout Prevention Academies and NASBE's conference on State Action Strategies for At-Risk Girls. These teams often have continued to function at some level on their return home, or have brought back a plan or proposal that serves as a focus for broader discussions in the state.

At the local level, Waukesha, Wisconsin annually sponsors a two-day School/Human Services Collaboration Conference for the eleven school districts in Waukesha County. Participants from education and human service agencies work in teams to address issues of joint concern, such as the needs of chronic offenders or truant adolescents. The teams develop collaborative proposals, which are used by a School/Human Services Collaboration Steering Committee as the starting point for county-wide planning for service improvement.

Itasca County, Minnesota sponsored a seven-county multi-sector conference to introduce the idea of collaboration to the community. Foundation funding and the participation of high-level state officials gave added prestige to the conference. School and human service officials have been meeting regularly since then, and within a matter of months they have developed specific proposals for joint programming. A highlight for the group was the Governor's recent attendance at one of the monthly meetings.

The *personal commitment and leadership of key officials* like governors and agency administrators in itself can provide an important stimulus for interagency collaboration. These leaders may offer a vision toward which action is directed, and their visible support can remove barriers, create incentives and rewards for progress, and mobilize resources. Top-level endorsement also constitutes permission for the risk-taking that collaboration often entails.

In Oregon, the Governor called on local communities to help develop a Children's Agenda. He and his staff then spent over six months traveling around the state, holding forums to which agency personnel and the public were invited. They asked people to think together about what the community could do to address the problems of children and youth, and to suggest how the state could complement local efforts. After the forum, each community developed an action plan. The Governor's presence lent force to the process and mobilized broad community involvement; it has also fostered an awareness of the need for greater cooperation among state agencies, creating a new spirit in which local plans are being reviewed to determine how the state can be helpful.

Another outcome of the Oregon process, drawing on the ideas of the communities which participated, is a $29 million "children's agenda budget" developed by the Governor. Other governors, too, have proposed broad-based budget and programmatic initiatives that draw together efforts of multiple departments to address the educational and social needs of disadvantaged children — for example, Illinois' Class of 1999 initiative and Florida's Project CARE.

At a more formal, ongoing level, several governors, including those in Illinois, Connecticut, Michigan, Delaware, Arkansas, New Mexico and Minnesota, have created a "subcabinet" structure which brings together the major people-serving agencies to encourage interagency communication and cooperation.

Even without an organizational base, top policymakers in several states are combining their efforts. Almost two years ago, the Secretary of the Department of Social and Health Services (DSHS) and the Superintendent of Public Instruction in Washington State signed a brief but forceful statement of their commitment to work together on behalf of the state's children. The statement was widely distributed, both within the agencies and to the general public, and several interagency task forces were set up to review current activities and to identify new opportunities to work together. Interest in collaboration has been sustained through on-site visits by top officials to local agencies and schools, and by a concerted effort to respond promptly when an interagency concern is raised. For example, new agreements have been signed in several communities concerned about the placement of high-risk youngsters, and human services staff are now housed at least part-time in several schools.

Florida's top education and human service officials also went on record in support of greater collaboration with the signing of an interagency agreement this year (see page 6). Their agreement is notable both for its Interagency Affirmations that establish a philosophical basis for collaboration and for a multi-level structure designed to support and sustain the evolution of collaborative policies and programs. The development of the agreement and the prospects for future collaboration also benefit from the fact that each agency has designated a staff person whose primary jobs are interagency liaison and the

identification of new opportunities for collaboration.

Finally, widespread *interest from the public or the advocacy/professional community in a cross-cutting issue* has helped bring agencies together. Illinois' Parents Too Soon program (see below) grew out of such concern about adolescent pregnancy and parenting, a frequent focus of interagency action throughout the country. Collaboration on this issue has been easier because the subject is not clearly in one system's bailiwick. Unlike "dropouts," which traditionally has been seen as a school problem, and "poverty," which has been seen as a welfare problem, no one system has claimed or been assigned sole responsibility for the teen pregnancy problem or its solutions.

The Results of Collaboration to Date

As we have said, broad-based, comprehensive collaboration which reaches deep into the core operations of schools and public human service systems still lies in the future. Much of the interagency cooperation and collaboration which is now occurring is relatively small in scale and of a single-venture nature, existing outside normal operations and frequently relying on short-term funding or the strenuous efforts of a few highly motivated individuals. Nonetheless, by building knowledge, trust, and mutual understanding, these efforts show what systems can achieve when they work together, and lay the foundation for future action.

State and local reports of collaborative efforts show four important achievements: 1) support from a wider range of partners; 2) improvements in the delivery of existing services; 3) development of new kinds of services; and 4) creation of processes and structures that can support the evolution of broader-based collaboration.

Some examples will illustrate these changes and the elements which, if brought together in a cohesive whole, could result in a much more effective response to the needs of today's children and families.

Support From a Wider Range of Partners

Many schools and human service agencies are adopting policies and practices which reach beyond their traditional activities and reflect a more holistic vision of what children and adults need to succeed. Some of these approaches represent collaboration among agencies, but even when they do not, the broader perspective is significant for the eventual framing of a collaborative agenda.

When organizations focus on prevention or early intervention despite the fact that this is outside their defined responsibility, when they look not only at the individual client or student but at the family and community which also must be part of the solution, they inevitably begin to reach beyond their own walls to seek partners who can contribute to a broader vision. This is an environment conducive to collaboration.

Good examples of the broader perspective are offered by schools and human service agencies which, recognizing the critical role of the family in school achievement, find new ways to reach out to parents and support their involvement in their children's education.

For at-risk families in particular, the school often needs to go a little further to forge a partnership with

In 18 elementary schools in Chicago, students in grades 5-8 participate in a program aimed at preventing teen pregnancy and dropping out of school. In this popular program — for girls, it's dubbed "Peer Power" and for boys, "ADAM" (Awareness and Development for Adolescent Males) — students meet weekly during the last hour of the school day and one hour beyond for a wide range of activities designed to keep their interest and raise their self-esteem. Arts and crafts, cultural trips, and peer discussions are offered, with the leadership of a school counselor and the assistance of a parent aide who receives a stipend for involvement. The program is in great demand with students and their parents.

This program and other teen pregnancy prevention initiatives in Illinois are funded by Parents Too Soon (PTS), a well-supported statewide collaborative effort dating back to 1982. Originally started as a child abuse and neglect prevention project with support from Irving Harris, chairman of the Pittway Corporation Charitable Foundation, the Ounce of Prevention Fund took on broader dimensions when the Governor's Human Service Subcabinet gave its strong endorsement.

PTS is coordinated by a state "triumvirate" of the directors of the Departments of Public Health, Public Aid, and Children and Family Services. Each department assumes responsibility for certain parts of the program, but PTS has a unified budget presented to the General Assembly jointly by the three department heads. This joint oversight approach extends to the community level, with interagency collaboration and letters of agreement required before local agencies receive PTS funding.

parents and to foster mutual trust. To do this in the Leon County School District in Tallahassee, Florida, teachers are encouraged to call parents with *good news* about their child, instead of waiting until there is a problem.

Conejo Elementary School in Thousand Oaks, California has found a way to get English-limited Hispanic parents more involved in their children's education and to develop children's English and reading skills at the same time. Parents are encouraged to check out books accompanied by tapes — one side in English and one in Spanish — to share with their children. In keeping with the emphasis on parent involvement in children's education, the school also publishes a regular bilingual newsletter called *Parent-Assisted Learning.*

Programs such as Parents as Teachers in Missouri and Early Childhood/Family Education in Minnesota reflect a strong education system commitment to the importance of parents and the value of early intervention. These programs support the preschool child's development by helping parents enhance their parenting skills and self-esteem. Recognizing the wide range of services frequently needed by many parents to prepare children for school success, they also draw in multiple partners, including public health, mental health, the schools, social services, and child care providers.

Human service agencies, too, are finding ways to encourage parental support of children's education. In Detroit and Baltimore, the welfare agencies included with welfare checks material about back-to-school schedules and preparation; in both cases, the school district and the human service agency worked together on the content and the names of both organizations appeared on the materials.

Improvements in the Delivery of Existing Services

Often, limited resources mean that the full array and intensity of services which are needed are not available. On the other hand, sometimes the services are available, but simply do not reach the people who need them. Through staff training, better referral techniques, more convenient location of services, and a host of other creative approaches, schools and human service agencies are finding ways to ensure that the people who need a service are aware of and have ready access to that service.

Staff Development and Training

As things stand now, most staff — teachers, welfare workers, social workers — are neither trained nor expected to coordinate with staff in other systems to identify and address needs of clients or students that fall outside the staff person's normal area of responsibility. Sometimes, they are explicitly discouraged from doing so.

If we are eventually to mobilize the full capacity of all our people-serving systems, the way jobs are defined and staff are rewarded will have to reflect the importance of working with others to respond to a broad range of needs. In the shorter term, training of human service and education staff can foster greater understanding of the resources that are available, and can stimulate more and better interaction.

Training is a major focus of Arkansas' Project SPARK. Through funding provided by a consortium of the Departments of Education, Employment and Security, Vocational Education, Mental Health, Child and Family Services, and Alcohol and Drug Prevention, school counselors receive training on issues related to children at risk.

Bedford County, Tennessee discovered an unusual but highly effective approach to training through a program originally intended to provide additional income for teachers and more fully utilize the vital resource teachers represent for many communities.

Probstfield Elementary School in Moorhead, Minnesota serves two housing projects with a large concentration of children from AFDC families. School staff were concerned that many of these children were doing poorly in school, that they and their families had needs that were not being met, and that there was little trust between the families and the school. School officials reasoned that trust could be built and the children's achievement improved if parents saw the school as a source of help in solving their problems.

After conducting a needs assessment, the school asked human service agencies in the community to put together a resource manual for teachers. Each teacher then received training about the resource manual and making referrals to human service agencies. With the help of the manual and training, teachers are expected to explore family needs in parent-teacher conferences and to make the appropriate referrals. Now Probstfield Elementary is going even one step further. Representatives of the various community agencies are invited to be available in the school on parent-teacher conference days, so that when a teacher makes a referral, parents can make the connection on the spot.

Each summer, with support from the business community, teachers are hired to work in social agencies through a program called Service Plus. Teachers learn about families' needs and available resources from their colleagues and responsibilities at the community agencies, and their summer colleagues benefit from the teachers' experience with children. The personal relationships which are formed also lead to better interagency communication, once the teachers return to their regular jobs.

Teacher training is a key element in the Homeward Bound project in Rockingham County, New Hampshire, as well. Built on the premise that early, intensive intervention with a family under stress is the best way to avoid the need for out-of-home placement, Homeward Bound brings together the assets of the school and child welfare services to achieve this goal. Staff of the Division of Children and Youth train elementary school teachers to recognize early signs that a child is in trouble. Teachers are also taught techniques for handling some kinds of behavioral problems in the classroom. In cases that appear more serious, Homeward Bound staff accept referrals for an intensive in-home treatment program designed to stabilize the family situation. Teachers have been enthusiastic, and principals say they feel lucky to have the program in the schools because of the positive outcomes it is achieving for students who might otherwise have been regarded simply as "troublemakers."

Resource Materials

Service directories and similar resource materials are another way of increasing awareness and facilitating connections. Hillsdale County, Michigan's Adolescent Services Network, composed of school, health, and human services administrators and staff in the county, worked together to compile a directory to enable service providers, school personnel, and other professionals to assist clients in locating appropriate services. Shared pride in the directory has given added impetus to additional collaborative efforts in Hillsdale County, where the schools and human service agencies are now pursuing joint program development.

Another example is a manual for teachers prepared by the Department of Social and Health Services in Seattle, Washington, which deals not only with legal requirements and procedures for reporting child abuse, but also with the frustration often felt by teachers who file reports. Investigating child abuse is a difficult and time-consuming process, and confidentiality constraints may limit the extent to which a case can be discussed; a teacher standing outside the process may wonder if anything at all is happening. To avoid this, the Seattle manual describes in detail what happens after a case is reported, and how decisions are made. The manual even contains a copy of the Risk Assessment Chart caseworkers use — not with the expectation that teachers will make assessments, but so that they will understand what is happening. When detailed information on individual cases cannot be appropriately shared, taking the mystery out of another system's operations can go a

In Appanoose County, Iowa, a strong working relationship between the local school and the county Department of Human Services (DHS) began in 1984 with one junior high school principal who believed that "a child who was having trouble in school was probably having trouble at home." At the principal's invitation, regular interagency meetings were started to discuss problem situations where helping the family might be important to helping the child. Typical participants at the meetings include a social worker and psychologist from the Area Education Agency, the school principal, the child's teacher, and a DHS social worker, as well as the child's parents.

Before referring a case to this group, the principal usually meets with the parents and may visit the home. At the meeting itself, parents are advised of services about which they may not have known. Generally, families act on these suggestions and are able to handle the situation from there; in about 25 cases in the last three years, a formal referral to DHS has resulted from the meeting.

Many agencies throughout the country hold "staffings" in response to a crisis like suspected child abuse. But this type of early problem-solving support to parents is much less common. Appanoose County school and human service staff are enthusiastic about a process that they feel helps before more serious problems occur. This staff support has helped institutionalize the program. Although the principal who got things underway has now retired, regular meetings continue.

And while resource limits have thus far prevented extending the program to the elementary level, the atmosphere of goodwill has led to other types of linkages. For example, at the invitation of school officials, DHS staff recently joined in a school gardening project so that they could give teachers on-site help in identifying those students whose families might need some extra attention. This proved a good way to bring professional expertise into the school in a non-intrusive way.

long way.

Referrals and Information-Sharing

Among the linkages most critically needed to assure efficiency and comprehensiveness are processes for systems to share information about children and families, or at a minimum, for the systems to assure that those being served have relevant information themselves. For instance, if a child is chronically truant, there may be a problem in the family that needs the attention of a human service agency. Communicating such information can give an early warning to mobilize skilled help before problems become more serious.

Staff may not always recognize a problem in its early stages or, when they do, may not realize the importance of providing families with referrals or of sharing information with other systems. Confidentiality restrictions, or a misunderstanding of what those laws will allow, also limit exchange. Instances of systematic information-sharing are rare, but a few states and agencies have made a start.

Some of the best examples of effective referral and information-sharing are those between Head Start and human service programs. Welfare workers who daily work with families with young children are well-positioned to encourage and assist participation in quality child development programs. In White Plains and Binghamton, New York, Houston, Texas, and St. Louis, Missouri, the welfare agencies routinely provide information on Head Start to families with eligible children. Family and Children's Services in Gainesville, Florida gives Head Start a list of eligible families to use in recruitment. In Cannon City Colorado and Visalia, California, the human service agency writes a contract with Head Start for each child placed, and follows up on how the child is progressing. And collaboration in some areas reaches beyond direct services — the Head Start agency in Albany, Georgia has invited a representative of the AFDC agency to sit on its Board of Directors.

In a program for adults, the Iowa Department of Human Services provides the names of welfare recipients without high school diplomas to adult basic education coordinators for outreach purposes. Area schools then contact the recipients and encourage them to pursue their GED's or other education and training.

In New York, the State Education Department is undertaking an initiative called "Schools as Community Sites." With a budget of $3 million, this project is funding 14 elementary school sites in economically distressed locations around the state as centers for community activities. The idea is that strengthened communities can lead to improved student academic performance. The school building and resources will be used in the summer and after regular school hours, serving as bases for the provision of a wide range of social, health, recreational and instructional support services.

A state-level interagency task force, with representatives from education, social services, health, and the juvenile courts helped develop project guidelines, and an advisory commitee with agency and citizen representation has been created to monitor implementation. Local advisory councils are to include parents, educators, and representatives of cultural institutions, community agencies, unions, business groups and other relevant constituencies. Each council is charged with conducting a local needs assessment, developing a community resource profile, and generating widespread community support for the Community School program.

Projects first received funding in the summer of 1988 and are in the early stages of operation, but it is possible to describe some of the forms the local programs expect to take:

Public School 38 in Brooklyn has one of New York City's largest enrollments of children living in welfare-supported temporary housing for homeless families. P.S. 38 has developed a strong collaborative relationship with the Brooklyn Arms Hotel, which houses over 300 of the approximately 800 students in the school. Public and private social service agencies and the City Parks and Recreation Department have joined the school in this effort. Youngsters who attend extended day programs can receive tutorial assistance, participate in recreation programs, or work with an artist-in-residence. Once a month, Family Night includes a hot dinner for students and their parents. Parents, teachers and children have participated in planning a Saturday program. Next, the community school plans to open a health clinic.

Other sites are taking a different focus. For instance, Binghamton City School District emphasizes parent education opportunities and reaching at-risk children before school age (from birth to age five). Health is a major emphasis in the plans of Public School 155 in Queens, which is working with Jamaica Hospital to extend on-site services to students and community residents. After-school activities may include nutrition workshops, aerobics classes, and health clinics. Negotiations are also underway with neighboring day care providers to extend the school's services to pre-school children.

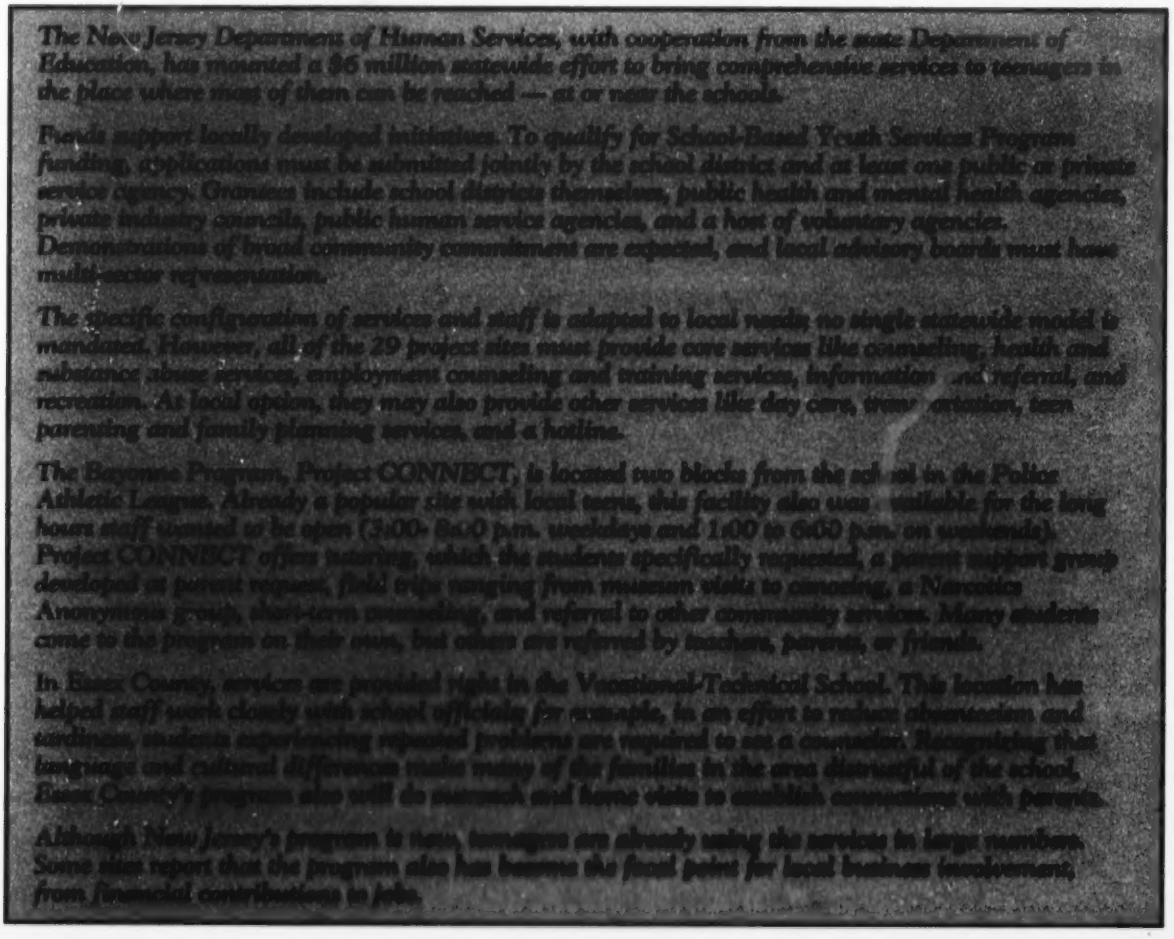
Service Location

Locating services so that they are readily accessible to those who need them is another way of improving "connections." Recognizing that students from many low-income homes need a quiet place to do their homework and basic study tools like dictionaries and encyclopedias, the city's Housing and Community Development Department and the D.C. Public Schools have opened study rooms at two public housing complexes. Staffed by a director and volunteers four evenings a week, the program served over 200 students in the first year, with about 70 youths coming at least one evening each week. Teachers report that the children are showing improved study skills and are turning in completed homework more reliably.

In Aurora, Illinois, the Family and Community Project, initiated by the Ounce of Prevention Fund, offers employees of BRK Electronics a variety of support services right at the company's plant — counseling, information and referral, parent training seminars, and GED and English as a Second Language classes. The program also assists parents who need help in dealing with schools about concerns relating to their children; for the large proportion of BRK employees who speak only limited English, this is particularly difficult. The program director has established a close working relationship with the superintendent and principals in each of the local schools. She contacts them to help resolve particular issues, sits in on conferences between parents and school personnel and does whatever is needed to facilitate parent-school communication. The ready accessibility to services provided by individuals with whom parents feel comfortable has been key to this program's success.

When programs are located directly in another system's facility — for example, a social service program based in a school building — there is often the added benefit of more interaction, information-sharing, and teamwork among staff. A teacher is more likely to raise early-stage concerns about a child with a social worker located down the hall than he or she is to place a call to Children and Family Services.

That's the premise behind one aspect of the new Kentucky Integrated Delivery Systems (KIDS) program. With the Governor's encouragement, the Kentucky Department of Education and the Cabinet



The New Jersey Department of Human Services, with cooperation from the state Department of Education, has mounted a $6 million statewide effort to bring comprehensive services to teenagers in the place where most of them can be reached — at or near the schools.

Funds support locally developed initiatives. To qualify for School-Based Youth Services Program funding, applications must be submitted jointly by the school district and at least one public or private service agency. Grantees include school districts themselves, public health and mental health agencies, private industry councils, public human service agencies, and a host of voluntary agencies. Demonstrations of broad community commitment are expected, and local advisory boards must have multi-sector representation.

The specific configuration of services and staff is adapted to local needs; no single statewide model is mandated. However, all of the 29 project sites must provide core services like counseling, health and substance abuse services, employment counseling and training services, information and referral, and recreation. At local option, they may also provide other services like day care, transportation, teen parenting and family planning services, and a hotline.

The Bayonne Program, Project CONNECT, is located two blocks from the school in the Police Athletic League. Already a popular site with local teens, this facility also was available for the long hours staff wanted to be open (3:00- 8:00 p.m. weekdays and 1:00 to 6:00 p.m. on weekends). Project CONNECT offers tutoring, which the students specifically requested, a parent support group developed at parent request, field trips ranging from museum visits to canoeing, a Narcotics Anonymous group, short-term counseling, and referral to other community services. Many students come to the program on their own, but others are referred by teachers, parents, or friends.

In Essex County, services are provided right in the Vocational-Technical School. This location has helped staff work closely with school officials; for example, in an effort to reduce absenteeism and tardiness, students experiencing repeated problems are required to see a counselor. Recognizing that language and cultural differences make many of the families in the area distrustful of the school, Essex County's program also will do outreach and home visits to establish connections with parents.

Although New Jersey's program is new, teenagers are already using the services in large numbers. Some sites report that the program also has become the focal point for local business involvement, from financial contributions to jobs.

for Human Resources are developing a unified approach to meet both the personal and educational needs of children. No new resources are available in this initial stage; the goal is to use existing resources more effectively through greater cooperation. The first step is to give human service agency personnel office space at selected school sites to provide better access to children and to enhance communication between school and agency staff. Specific implementation plans now are being developed at the local level, with the state agencies encouraging and assisting the local work.

New Kinds of Service

As schools and human service agencies grapple together with the problems confronting those they jointly serve and with present institutional capacities and limitations, they are identifying both the "missing pieces" and possible answers. Some intriguing experiments are underway.

One area attracting a great deal of attention is that of support services for adolescents at risk of dropping out. New Jersey's Department of Human Services last year launched a statewide program called School-Based Youth Services (see page 12), which makes comprehensive services available in or near school for any adolescent who lives in the community being served.

Other states have concentrated efforts on particularly high-risk adolescents. Texas' Communities in Schools Program, a state-supported adaptation of the Cities in Schools model, brings public and private social service staff into the schools, where they work intensively with students identified as being at risk of dropping out. The programs' ability to keep a reported 90% of their students in school is attributed to this immediate presence, to the comprehensiveness of their approach, which includes outreach to the family, and to broad-based support from the community, including the business sector.

Illinois' Project Pride assists young women whose families receive Aid to Families With Dependent Children (AFDC), so that they will graduate from high school and be able to support themselves. The program — funded and staffed by the Illinois Department of Public Aid — is based in Joliet High School and works cooperatively with school staff and administration, local businessmen, and community volunteers. Students, who participate in Project Pride voluntarily, receive intensive help to improve their school attendance and grades, to prepare for and secure part-time employment, and to develop the self-esteem necessary for healthy relationships with peers, boyfriends, and parents. The project's results include lower rates of truancy and dropping out and higher rates of employment than among non-project peers; it is also notable that many of those finding jobs are the first members of their family to be employed regularly.

Wayne County, Michigan, is also focusing on adolescents in AFDC households through a pilot stay-

The Wayne County office of the Michigan Department of Social Services is working with the Detroit school system to keep children whose families receive AFDC in school. While some states are emphasizing mandates and sanctions, Michigan is seeking to "enable" rather than simply "enforce."

In two pilot schools, students with high absenteeism who also are in families receiving AFDC are identified for a special program. Workers specifically assigned to the dropout prevention effort begin by visiting the students' home. Their aim is to work with the student and family to resolve the problems that are getting in the way of school. Part of the secret of their success is flexibility and the willingness to tackle "whatever comes along," a reflection of both the workers' style and commitment and of the agency's backing. In one case, a mother's own sense of hopelessness and need for help in caring for younger children were the reasons for the teenager's absences; the worker helped the mother enroll in a job readiness program and arranged day care for the infant and Head Start for the four-year old, so that the teenager could return to school.

Other program components include counseling with students and parents after each absence or tardiness; after-school sessions that deal with topics like personal goal-setting, self-esteem, behavior, and problem-solving; group counseling for parents; home visits to parents who don't attend group sessions or where problems with the student persist; tutoring; field trips and other "fun" activities for students and parents; and special summer programs. Workers have also acted as advocates for the students to shorten suspensions and, where appropriate, to facilitate placement in alternative schools. Further, as DSS employees, they play a key role in assuring that the family receives all benefits for which it is eligible. Most of the work with students is done right at the school, where DSS staff have been given a permanent classroom.

In one school for which data are available, absences among students participating in the Wayne County program have been cut by more than half from the previous year, several students have maintained perfect attendance, and six made the honor roll.

in-school effort of the state Department of Social Services' (DSS) Wayne County office and the Detroit Board of Education (see page 13). Two Detroit middle schools, identified by the school system as ones with high dropout and truancy rates, provide absentee and attendance data on all students to the DSS; from this information, students in AFDC families who have excessive absences are identified by the DSS and targeted for a special program that combines the resolution of family issues with school-based support activities.

Project GAIN in New York City targets another group of adolescents who are at risk from both an academic and personal perspective — youngsters age 16 to 19 who are homeless, in foster care, or at imminent risk of these situations, and who have dropped out of school or are likely to do so. Funded by a demonstration grant from the U.S. Department of Health and Human Services, Project GAIN is a collaborative effort of New York City's Human Resources Administration, the Board of Education and a non-profit social service agency. Participating students attend Bronx Regional High School, an alternative school, and receive vocational counseling, help in finding housing and jobs, preparation for independent living, and a range of other support services from Project GAIN staff, who have office space in the school. Students are referred to Project GAIN by the school itself, by other schools in the area, and by social service agencies. The referral process has been aided by excellent working relationships among line staff in the various organizations, and by Project GAIN's aggressive outreach to potential referral sources and the youngsters themselves.

For the Leslie (Michigan) Public Schools, the high risk students on whom special efforts are focused are pregnant and parenting adolescents. The Family Learning Center addresses both the academic and service needs of students. An alternative education site, the Center provides a regular high school curriculum offered in small classes and supported by individualized instruction and counseling; credit is also given for child development and parent training. The Departments of Public Health, Mental Health, and Social Services have staff on site to meet a wide range of students' needs in one accessible facility. And, it should be noted, the Center gives real meaning to the concept of "holistic" by not only handling the many needs of the young parent, but also by serving her family and community through newsletters, workshops, and special programs.

Reaching across systems to respond is not restricted to work with adolescents. The Kent County, Michigan Department of Social Services is providing funds to the school system for two school-based outreach workers who follow up on attendance problems in the early elementary grades. Every time a child is absent, the worker phones or visits the family to find out why and to help resolve any problems. With this kind of family follow-up, Kent County reports that, in one school, attandence improved for 90 percent of the first-graders; the average child missed 10 fewer days than in the previous year.

Finally, as we look at how collaboration is bringing new services into being, our sights must go beyond the needs of individual youngsters and families. A large percentage of children and families at risk live in communities in trouble, communities with little hope. Recognizing the critical impact of the environment, agencies in a number of places also are coming together to strengthen the community itself.

An intensive community-oriented effort to help at-risk families and children, called Free the Children, is getting underway in Memphis, Tennessee. Many agencies and sectors — including the schools, adult education, a wide array of human services, and business — are involved. An extensive needs assessment has been completed, and monthly neighborhood association meetings give residents a regular forum for voicing their concerns about the neighborhood and the needs of children and families. Input from these neighborhood meetings is passed along to action groups, which include representatives from agencies, schools, and city and county government, as well as neighborhood residents. The action groups are developing plans for short - and long-term improvements in the area, including specific steps to be taken by the participating organizations.

Interagency collaboration also has proved an effective community organizing tool in Chaska, Minnesota (see page 15) where, with encouragement, residents are moving aggressively to upgrade the community's appearance and identify services needed from the collaborating organizations.

Processes and Structures That Can Lead to Broader-Based Collaboration

Most of the examples cited above describe collaboration at the service delivery level. But to sustain the progress that has already been made, and to extend collaboration more deeply into core operations, the collaborative process itself must be nurtured and collaboration must take place at the policy-making and administrative levels as well. At these levels, formalized processes and structures facilitate communication, serve as a visible agent for the resolution of problems, and provide greater assurance that cross-system impacts of new initiatives will be anticipated and addressed.

Interagency councils like those formed to aid in programs for handicapped infants and toddlers under P.L. 99-457 represent at least rudimentary forms of the collaborative structures to which we refer. These councils are particularly significant from the

perspective of collaboration when they not only advise a lead agency, but also have shared decisionmaking responsibility.

In Visalia, California, interagency coordination has been a key part of the planning and early operational stages of GAIN, California's welfare reform program. Beginning almost two years before implementation of GAIN, the county welfare director formed an advisory board with representatives from the Department of Education, the Head Start grantee, colleges, training programs, programs for the developmentally disabled and local child care agencies. This committee wrote the county's GAIN proposal and met monthly to plan and coordinate GAIN implementation. Many of the participating organizations eventually became GAIN contractors, and the early history of collaboration facilitated co-location of services when the program got underway.

Structures like that created by the Department of Education and the Department of Health and Rehabilitative Services in Florida, described earlier in this chapter, go a step further in the direction of broad-based collaboration by providing a forum for communication and action on a wide range of topics, rather than only on a single issue.

Vermont, too, is trying to facilitate collaboration on a range of issues through the creation of a structure for communication. As an outgrowth of its search for more effective ways to organize human services, Vermont's Agency for Human Services developed broad objectives and then decentralized authority for achieving those objectives to Regional Coordinators. Each Regional Coordinator has established a Regional Planning and Advisory Council (RPAC) to provide leadership in identifying community needs and concerns and developing ways to address them; RPACS also advise the state department on allocation of discretionary funds in their areas. RPACs include representatives of a number of state agencies, local schools, housing authorities, voluntary social services agencies, advocacy groups, and churches.

Making It Work: What Contributes to Successful Collaboration[1]

The barriers to successful collaboration between education and human services are many and imposing — restrictive laws, regulations, and policies; categorical funding streams; large and complex organizational structures; very different jurisdictional boundaries and lack of comparability between governance structures; differing professional orientations, training, and vocabulary; competing pressures and priorities; "turfism;" the difficulty of establishing intersystem accountability; and the time and resources the collaborative process itself absorbs.

But what we have seen through the experiences described in this chapter is that these barriers are not insurmountable. This experience, and the work of researchers and practitioners who are guiding the evolution of very different relationships between sectors, assure us that collaboration is possible. From these resources, we are also coming to understand the elements which contribute to successful collaboration.

As stated earlier, top-level commitment from key officials provides inspiration, incentive, and the

A local collaborative program in Chaska, Minnesota focuses on one community, a trailer park with about 1,400 residents. With a transient population including a high concentration of low-income families, the trailer park has always had noticeably low parent involvement in the schools and a heavy volume of services provided by the Department of Social Services. Education and social services have now joined forces to serve the children and families better. Their approach is to help "empower" the community by providing leadership training to assist residents in identifying and addressing their own needs. Within the first year, trailer park residents have formed a steering group, and started identifying community needs. They have organized community projects such as clean-up days — 72 trucks of trash were removed in one week — and "Rent-a Hand," in which teens are available to those seeking help. The residents' request for summer programming for children got a quick response from the Community Education Department; a summer program was provided for children ages 3 to 12.

Liaison staff from the schools are involved in the community needs assessment and in regular interagency meetings to discuss project direction and progress. When the needs assessment is completed, the school liaison will begin working to address concerns of families and to establish closer ties between the school and parents in the trailer park community. The plan is for project staff to work themselves out of their jobs, as community residents take on more and more responsiblility for defining and pursuing their own agenda with the schools and community service providers.

[1] In addition to the information collected through our national survey, this section draws on the following sources: Terry Clark, evaluator of the Ford Foundation's Urban Schools Dropout Prevention Collaboratives program; Bill Milliken of Cities in Schools; *Community of Purpose* by Esther Rodriguez et. al. for the Education Commission of the States; and *Interagency Collaboration Experience: What We Have Learned* by the Department of Social and Health Services/Region 1 (Spokane) et. al.

assurance of organizational backing. At the same time, this leadership must be complemented by the day-to-day work of "can do" staff. Neutral parties, especially those who have the skill and knowledge to act as facilitators, can help smooth over the rough spots and often move things at a faster pace than might happen otherwise.

Involving all the key stakeholders early in the process is important, as is effective team-building among them to distribute the work fairly and foster shared control and decisionmaking, trust, and mutual understanding. Given the limited interaction in the past and the resulting lack of knowledge about sectors other than one's own, good communication is vital.

At the beginning, when participants are still struggling to understand one another and get past their differences, it is useful to focus on issues whose mutual relevance and importance is readily apparent. Frequently, a prime motivator is systemic "pain" — inefficiency, inability to carry out necessary tasks, undesirable impacts, or bad press. It is easier to garner support to fix tangible problems than to tackle abstract matters because "it's the right thing to do." Collaboration, especially at first, is also easier if the selected issues do not directly impinge on anyone's established "turf," as is the case with adolescent pregnancy.

Because the issues to be tackled are complex, realistic time-frames for the achievement of goals help reduce frustration. Finally, it must be acknowledged that the collaborative process itself absorbs time and energy, and that resources must be committed to the effort, especially if it is to work well over an extended period of time.

Successful collaboration is the result of careful nurturing. It is demanding, in an environment already full of demands. But it is also rewarding, as the experience recounted in this chapter shows. For too long, the way people-serving systems have done business has served only to frustrate those who need help and those who seek to provide that help. Through collaboration, these systems can take a significant step toward greater effectiveness in their own and their shared efforts, with the rewards that holds for all.

Future Directions IV

From First Steps to Fundamental Change

"We cannot do it alone," people are saying, in more and more emphatic tones. In the first year of **Joining Forces**, we repeatedly heard this refrain in our visits to states, at the Wingspread Conference which brought together education and human service leaders to begin framing a collaborative agenda, and in response to our nationwide survey of collaborative activity. Officials and staff in the major people-serving systems are convinced that to succeed, they must work together.

As Section III shows, the first collaborative steps have been taken, and in fact, there is a great deal of interagency activity underway. Organizations are making services more accessible, coordinating plans, and even co-sponsoring new programs and lending support to one another's new endeavors. These joint ventures are an important and valuable aspect of collaboration. They satisfy specific needs, establish a base of shared experience, give positive reinforcement to the participants, and often encourage outside support.

At the same time, virtually no one is satisfied that collaboration has gone far enough. Many of the best examples are not widely known and, as a consequence, are infrequently replicated. Indeed, even in states and local communities where successful collaborative programs are in place, the changes and the lessons these exemplary programs offer typically have not been incorporated on a system-wide basis. Most significantly, collaboration thus far has addressed issues of relatively limited scope and touched relatively few of the people who need significant help to succeed. Collaborative programs too often retain the flavor of "special projects," with attendant constraints on overall impact and risks to long-term survival. Substantive policy discussions and priority-setting across systems are extremely rare.

A broader view of collaboration must reach beyond individual program strategies and isolated policies, important though these are. It must also address the goals to which broader organizational effort is directed and the way in which the routine work of the individual systems is structured. Collaboration must be not just a luxury or set of ad hoc connections, but a core aspect of organizational functioning and individual thinking, reaching from the commitments made by top policymakers to the way individual teachers and social workers interact with children and families.

Achieving this broader level of collaboration will take far-reaching action, incorporating fundamental systemic change. It will mean accepting the challenge of complex problems that require participation by multiple systems and all levels of those systems; identifying not a single "quick fix" action, but the range of actions that in combination can have real impact; and then restructuring organizational configurations, policies, program content, training, financing, and management systems to support implementation.

Systemic change in large bureaucratic structures does not happen overnight; change that involves multiple large systems is even harder. Yet this change must occur if we are to use effectively the limited resources available, to achieve comprehensiveness in spite of necessary specialization, to address the crises that prevent learning and assure the learning that avoids dependency.

Collaboration is only part of the change which must occur, but it is a key part. Without the thoughtful combination of our efforts, individual system reform will be less effective, and those at greatest risk may be left behind. By joining forces, our major people-serving systems and the people they serve have a far greater chance of success.

The Role of Joining Forces

Acknowledging the difficulty of changing massive systems, we believe that action is needed on a number of fronts to support state and local officials in shaping and implementing a broad-based collaborative agenda.

Foster Dialogue Among Systems

Providing forums for dialogue remains a very important part of the **Joining Forces** initiative.

Despite enthusiasm for the general concept of collaboration, routine communication among education and human service agencies exists only within narrow areas, and there is rarely either a natural tendency or a mechanism that encourages thinking and working together to address common problems.

The Wingspread Conference was a first step to bridge this gap. In the future, NASBE will continue to bring together key decisionmakers in structured opportunities for dialogue. These sessions will help increase visibility for the idea of collaboration, expand

understanding of each sector's operations and goals, prompt creative thinking about possible joint initiatives, encourage mutual commitments to action, and build a base of institutional leadership for collaborative efforts.

Collect and Disseminate Information on Successful Examples of Collaboration

One of the best ways to convince people that change is possible is to provide models of what works. Even those who are ready and willing to move forward have questions about what should be done, how, and by whom. Unfortunately, answers based on successful experience are hard to come by. The few cases in which significant collaboration is being pursued are mostly at an individual community level where they receive little attention outside their own boundaries.

Our national survey and this report represent an initial effort to collect and disseminate information that can encourage collaboration and assist those who pursue it. As we proceed, through a variety of mechanisms, NASBE will continue to seek out and publicize examples of effective joint action. The ready access to concrete ideas and useful experience which this will provide should both stimulate further action and result in implementation that is faster, smoother, and more likely to be sustained.

Assist States in the Development and Evaluation of Collaborative Approaches

While states will be able to draw on ideas and experiences from around the country, there is as yet no cohesive, readily transferable body of knowledge that brings together all the pieces. States on the threshold of action face substantial work to clarify the goals and develop the specific content of a collaborative agenda, as well as the inevitable challenges of implementation. There is a risk that the first blush of enthusiasm could quickly fade in the face of the complexities and frustrations which lie ahead.

To help overcome these potential barriers and build models of more extensive collaboration, NASBE will provide on-site technical assistance to selected states. Although the number of states with which we will work directly will be relatively small, our emphasis will be on developing approaches that have broad applicability and on documenting the key characteristics for replication. The reach of this work will be extended through the information dissemination mechanisms described above.

Foster Supportive Action at the National Level

Vital to bringing broad-based collaboration into being is the strong and visible endorsement of key decisionmakers in a state, including the governor, state legislators, and top administrators. Much of **Joining Forces'** work is designed to communicate with and engage as many of these individuals as possible.

To broaden the audience which is reached and strengthen cooperation among the leadership of the different sectors, NASBE will continue to work closely with other national organizations representing relevant constituencies. This network will also enhance the effectiveness of guidance and assistance provided to the states on major national initiatives that require the participation of multiple sectors, like welfare reform.

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Today, there is a great deal of knowledge available about what is effective in helping people succeed. The challenge of the future is to reorient the way schools and human service agencies do business — and the way they work together — so that this knowledge is applied on a much wider scale than has happened heretofore. In this way, today's small-scale successes can reach not just a few children in a pilot project, or even a few hundred in one community, but the millions of children and their families who are now at risk of long-term disadvantage.

Joining Forces

Linking the Education and Social Welfare Systems

Wingspread Conference

Racine, Wisconsin
May 22-24, 1988

Joining Forces

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Wingspread Conference Proceedings

We Can Make a Difference

The keynote address was given by Lisbeth B. Schorr, Lecturer in Social Medicine and Health Policy at Harvard Medical School, and author of *Within Our Reach: Breaking the Cycle of Disadvantage.*

Schorr's message to the conference participants was one of both hope and challenge. Although families and children are experiencing severe problems today, Schorr said: "These massive problems have emerged on the national agenda at the very time that twenty years of research and social experiments have produced a critical mass of knowledge needed for taking action. By putting this new knowledge to work, we can, for many high-risk youngsters, break the cycle of disadvantage. We can respond to the calls of business and industry for a workforce with the skills to keep America productive and competitive. Solutions really are within our reach."

The idea that nothing works, Schorr asserted, is a myth. Programs in education, health and human services have had documented success with disadvantaged families and children. From the diverse effective programs Schorr has studied, she summarized basic lessons about what works and how our systems need to change to help disadvantaged children and families:

- *Quick fixes and cheap shortcuts can't meet today's needs.* Schorr observed: "Simple, well-defined problems with well-defined solutions have in large part been solved . . . Children and families who are in trouble today need more complex kinds of help." Fragments of services — a few classes in parent education, a one-visit evaluation at a mental health center, a two-week summer program for potential dropouts — are often so inadequate as to be a waste of precious resources. As Schorr put it, "The grudging provision of isolated slivers of help is no answer at all."
- *Early interventions are more effective and economical.* The seeds of later trouble are usually sown early. Neglect or crisis in one part of a child's life, left unattended, not only is likely to get worse but will probably have ever-widening repercussions. Studies show that adolescent childbearing, delinquency and propensity to dropping out of school can be reliably predicted from poor school performance as early as third grade. Moreover, children experiencing trouble in third grade are likely to have suffered from still earlier traumas such as low birth weight, untreated health problems, disruption of the bond with a primary adult, and insufficient development of language and coping skills. Happily, evidence shows that

"Children and families . . . today need more complex kinds of help. The grudging provision of isolated slivers of help is no answer at all."

— Schorr

Successful programs respond to the child as part of a family and the family as part of a neighborhood and community.

Some boundaries and time-honored bureaucratic traditions must be changed if successful programs are to reach larger numbers of children.

"You can begin to figure out how to shape the systems that you are a part of, so that they will respond to today's needs . . . today's families . . . even if that means giving up some turf and some comfortable traditions."

— Schorr

early intervention can substantially reduce both the risk factors and damaging outcomes.

- *Successful programs respond to the child as part of a family and the family as part of a neighborhood and community.* The medical model of diagnosing and treating individuals and individual "diseases" won't work in the face of complex, interconnected, and widespread problems. Powerful economic and social forces have put many families under great, often overwhelming, stress. We find whole communities in crisis. To help disadvantaged children and adults, we must understand and address the larger picture.
- *The programs with the greatest successes, especially in reaching the most disadvantaged families and children, offer comprehensive, intensive help and ready access to a wide array of flexibly provided services.* They cross professional and bureaucratic boundaries. And they make sure that staff have the time, training and skills necessary to build relationships of trust and respect with children and families.
- *Some boundaries and time-honored bureaucratic traditions must be changed if successful programs are to reach larger numbers of children.* Although a few successful programs like Head Start and the Women, Infants and Children (WIC) feeding program operate on a national scale, effective programs have tended to be small and often are shielded from the normal constraints of bureaucracies. Many began as research or pilot projects and have funding that comes with few strings. Often, they flourish under the protection of a powerful official. As a result, these programs are able to make unorthodox decisions and take risks that would be unthinkable if the program were an integral part of a large system.

Given the special conditions under which they often operate, do model programs have any enduring significance? They are important, Schorr contended, because they show that seemingly intractable problems can be addressed effectively. Learning that fact was the first step. Now that we know programs can work and understand some of the important ingredients for effectiveness, we must begin the next challenge: devising strategies to realize this success on a bigger scale, to help the millions of children at risk of long-term disadvantage.

Schorr concluded: "What has been missing is what you are here to accomplish. You can develop the strategies to make systems work, to support programs that work. You're the people that can do it and this is the time. You can begin to figure out how to shape the systems that you are a part of, so that they will respond to today's needs, today's economy, today's families, today's children — even if that means giving up some turf and some comfortable traditions in order to arrive at new and different ways of doing business. You will have a linchpin role in reducing the number of children that are hurt by cruel beginnings, in helping to break the cycle of disadvantage, and in securing better futures for all our children."

A Time of Change

As background for discussions about collaboration, Joan L. Wills, Director of the National Governors' Association's Center for Policy Research, moderated a panel discussion of the current thinking in welfare, child welfare, and education. Panelists included Stephen B. Heintz, Commissioner of the Connecticut Department of Income Maintenance, Frank Farrow of the Center for the Study of Social Policy, and Michael Cohen of the National Governors' Association.

Welfare

The primary means for providing income assistance to poor children and their families and the largest component of the welfare system is the Aid to Families with Dependent Children (AFDC) program. The program is governed by federal laws and regulations, which leave only a few choices about program design to the states. States are the chief administrative authority; usually the state operates the program directly, although in some areas, counties operate the program under state supervision. Financing is primarily federal and state.

Most families receive welfare for a relatively short time, on average just over two years. But a substantial number rely on public assistance for considerably longer; at particularly high risk for extended dependency are adolescent parents and young people who drop out of school.

Stephen Heintz outlined the American Public Welfare Association's (APWA) welfare reform proposal, called Matter of Commitment (MOC), which was endorsed by all fifty state human service commissioners.[1] MOC addresses the concern about long-term dependency by proposing a very different kind of welfare system, built on a foundation of mutual obligations and expectations between society and its citizenry. It would be a system dedicated to movement rather than maintenance. Reform leaders contend that the mission of the public assistance system should not be merely to issue checks. Rather the goal should be to promote the self-sufficiency of families and the well-being of children.

In policy terms, for example, Heintz pointed out that removing current financial disincentives for parents living together would help to strengthen the family. Education, training, and work incentives would promote self-sufficiency, as would necessary support services, like day care and health care. The philosophy of mutual expectations and obligations would be affirmed and operationalized in client-agency agreements, spelling out what each will do to help the client achieve self-sufficiency.

The comprehensive and intensive services required to help families overcome disadvantage can be provided, Heintz warned, only if systems collaborate. He concluded: "What we've realized, perhaps reluctantly, is that the systems of human services and education must work together more closely, must be linked more fundamentally, if we are in fact to achieve our goal of promoting families, promoting children, promoting the self-sufficency of America's poor."

Child Welfare

The child welfare system too is administered by the states within stringent federal laws and regulations. Traditionally, child welfare has included foster care, adoption, and child protective services. Some states operate these programs directly; others supervise county-operated programs. Financing is primarily federal and state. Although the governing structures of the child welfare and welfare systems are similar, and they are frequently found within one overarching state department, services are provided by different staff and often even in different offices. Thus, the term "human services" really embraces distinct systems.

In the early part of the century, child welfare placed a heavy emphasis on out-of-home placements for children. Through concerted efforts since 1980, many children have left foster homes and institutions to return to their own or adoptive families. But over 275,000 children remain in care, and the number is again growing, as is the severity of the children's problems.

The enormous stresses on families today are threatening to

"What we've realized, perhaps reluctantly, is that the systems must work together more closely, must be linked more fundamentally, if we are in fact to achieve our goal of promoting families, promoting children, promoting the self-sufficiency of America's poor."
— Heintz

[1] The welfare reform measure enacted by Congress in October 1988 drew heavily on the Matter of Commitment proposal.

"Our role is to be out there helping early. This will require involved communities with well-coordinated services that assure the healthy development of children through the strengthening of their families."

— Farrow

overwhelm the child welfare system, according to Frank Farrow. He observed: "It is the disparity between the problems of families, on the one hand, and what the system is able to do, on the other, that is driving a new child welfare reform effort."

Farrow observed that formal legislative action of the kind underway in welfare reform has not yet emerged in the area of child welfare. However, support is gathering around the goals toward which reform should be directed. He described these goals of reform as a set of concentric circles.

The smallest circle, that is, the most modest goal of reform, is to provide an improved care system for those children who are now in care and those who will need out-of-home care in the future.

The next level of the reform effort seeks to *prevent* foster care and other out-of-home placement through providing "family preservation services." By working with families in crisis to reduce stress and develop strengths, the system enables children to stay in their own homes or return there as soon as possible.

A still more ambitious goal is to support families *before* a crisis occurs and traditional child welfare services are needed. "Instead of saying 'We'll help when the family has failed,'" Farrow explained, "there would be a shift to saying 'Our role is to be out there helping early.' This will require involved communities with well-coordinated services that assure the healthy development of children through the strengthening of their families." The ultimate goal would be no *child welfare system* as such, but rather a *family support system*.

At the heart of the "core family support system" would be a new form of case management. The case manager would have generic responsibility spanning the various categorical programs relevant to the family's needs, such as youth services, substance abuse, and employment services. This new case management would seek to establish an "empowering, problem-solving relationship with the family around a wide range of needs and using diverse resources," in Farrow's description.

Education

In education, far more than in the welfare and child welfare systems, local communities retain considerable autonomy. They also contribute a substantial amount of funding, although over half the resources spent on elementary and secondary education now come from the state and federal level. The states, through appointed or elected boards of lay citizens, set governing policies for local systems in areas like teacher certification and graduation requirements. The involvement of the federal government is generally targeted to assuring equity and to specialized programs like Chapter I for disadvantaged youngsters and the Education for All Handicapped Children Act.

Michael Cohen described the education reform that has occurred since 1983, when the National Commission on Excellence in Education issued its galvanizing report, *A Nation at Risk*. Initially, reforms focused on raising standards and monitoring student performance. Course requirements and achievement levels necessary for graduation were raised. In many cases, schools expanded the use of competency testing, increased homework, and lengthened the school day and year. To upgrade teacher effectiveness, education reform increased salaries, often in conjunction with new systems for performance evaluation, and designed career ladders to retain qualified, experienced teachers.

Now, according to Cohen, the "demand on schools is shifting from simply increasing the number of graduates with basic skills to increasing both the proportion of students who graduate and the kinds of knowledge and skills those

graduates possess." A new emphasis on higher-order thinking skills will lead to changes in curriculum content and instructional methods. In the future, Cohen predicted, there also will be a growing push to vest more decision-making power at the school and teacher level. To accompany this, school-based systems of accountability, with a more direct linkage of performance and rewards, will be needed.

While the education reform movement has been dealing with many tough issues, thus far it generally has not addressed the particular needs of disadvantaged students or the often below-average resources available to the schools they attend. In fact, reform has had the effect of "raising the rope," potentially making school success harder for students who were already having difficulty.

No less should be expected of disadvantaged students than is expected of their more affluent peers. But additional supports may be important to assure that they can meet those expectations. "With at-risk students," Cohen noted, "it is clear that better linkages are needed between the educational system and other systems and services. Changing the way we teach these students, as with all students, is important, but by itself it isn't going to be enough."

Finding Targets for Collaboration

Participants met in workgroups to begin grappling with what collaboration will mean and to frame the policy and practice issues it raises. Each workgroup focused on a particular age group: early childhood, school-age children, adolescents, or adults.

The Early Childhood workgroup discussed targeting at-risk preschoolers for developmental day care programs and involving parents as teachers of their children and partners in their schooling. Acknowledging the need for coordination of education and social services for young children, participants proposed development of a comprehensive plan that would include primary health care, early childhood development efforts, income support and family support. The group considered some promising models for early childhood education, like Missouri's Parents as Teachers program.

The workgroup focusing on School-Age Children observed that little attention has been paid to this age group, despite the fact that the early and middle school years are a time with high potential for successful intervention. The family is still important to the child, more so than it may be during the adolescent years, and school-related problems can be dealt with before they become serious. The workgroup identified early and frequent success experiences as particularly important to help school-age children build self-esteem. The school environment also needs to be safe and to provide structure and stability, which may be missing in these children's lives. Among the areas where the workgroup saw a potential for collaboration were: tutorial and remedial help; before-school and after-school care; "extras" such as camping or museum experiences; improved parental literacy; and social services for families.

The Adolescents workgroup identified groups of children and youth for whom responsibility is shared among two or more systems: children in protective services, teen parents, adjudicated minors, developmentally disabled children, severely emotionally disturbed children, and children in families receiving public assistance. What is important to these children's success? Group members suggested factors such as strong, caring adults; an array of support services that are readily accessible, perhaps in the school itself; programming beyond the regular school day and year; linkage of education and

"With at-risk students, it is clear that better linkages are needed between the educational system and other systems and services. Changing the way we teach these students, as with all students, is important, but by itself it isn't going to be enough."

— Cohen

"Since young people drop out for reasons both internal and external to the schools, the solutions must be outside as well as inside schools."

— Meade

employment; and outreach and attendance policies that seek to retain rather than exclude youngsters.

In the workgroup on Adults, participants considered the impact on the education system of the "welfare-to-work" programs being implemented as part of welfare reform. With the objective of getting welfare recipients into jobs, most plans have provisions for adult education and training, either as an option for clients or as a requirement for those who are not job-ready. But the dramatically increased demand on the Adult Basic Education system may well exceed the capacity of this relatively small program. Moreover, educators questioned whether they had the responsibility or resources to provide programs for individuals beyond school age. They argued that adults would be better served through the community college system or other providers. At the same time, workgroup participants agreed that systemic reform of mainstream operations must accompany development of alternative programs. As other groups had done, the Adults workgroup identified before- and after-school child care while parents work or receive job training as an area for collaboration.

Some of the potential barriers to collaboration identified by the workgroups include: systems with very different administrative jurisdictions; different professional training, vocabulary, and perspectives; categorical funding streams; restrictive laws and regulations; inadequate and incompatible data systems; and the complexity of establishing intersystem accountability.

Despite these barriers, participants agreed that both the need and potential for collaboration are substantial at this time. They observed that the willingness to invest in "human capital," including disadvantaged children and families, is gaining momentum for economic, demographic and societal reasons. Education and human services share many common concerns in serving the disadvantaged. Further, more is being demanded of each system with respect to at-risk children and families, while at the same time each has been frustrated in its lack of effectiveness thus far. Meeting the challenge of public expectations means working together to find and adopt new answers.

Shaping A Broader Vision

Iowa State Senator Charles Bruner moderated a panel discussion with Edward J. Meade, Jr. of The Ford Foundation; Virginia Thompson, Executive Director of the New York Governor's School and Business Alliance; and Sidney Gardner of The Annie E. Casey Foundation. The panelists, each of whom has had a key role in promoting more integrated ways of responding to disadvantaged families and children, discussed their experiences in stimulating change toward a broader vision.

Edward Meade described The Ford Foundation's Urban Schools Dropout Prevention Collaboratives, which began in 1986. This program originally provided $1.1 million to twenty-one cities, each of which was invited to put together a "collaborative," or team of school and community leaders who would examine why youth in that particular community drop out, build a dropout prevention plan and gain broad community support for it. Underlying the Foundation's approach were two key considerations. One was that dropout prevention is a *community and school* issue rather than just a school issue. "Since young people drop out for reasons both internal and external to the schools," Meade noted, "the solutions must be outside as well as inside schools." The Foundation also considered the amount of effort that is

required to gain broad-based support and develop effective processes that can sustain joint planning and action over the long-term. That is the reason that funding was earmarked for the "collaboratives," rather than operation of programs; the communities themselves had to find the money for running the programs. Ford has continued its commitment to this process by awarding another $2.3 million in early 1988 to sustain the collaboratives in the early stages of implementing local programs.

The Governor's School and Business Alliance in New York State is a forty-person task force to help local communities "pull together for education." To date, fifteen local Alliance Development Committees are active within communities around the state. The Alliance, Virginia Thompson observed, is fighting several myths. First, there is the idea that only educators need to be concerned with education; as Meade said, education is in fact the concern of the community as a whole. Second is the myth that we can reach all young people through traditional educational practices alone. We need to find new ways to help, encourage and excite young people, as well as to help with the problems in their lives that impede learning. For many youngsters, we must also reestablish the link between education and a successful future. A third general misconception is that we do not know enough to make a difference. Echoing Lisbeth Schorr's keynote comments, Thompson asserted: "We know enough to help. The question is whether we are willing to bite the bullet and do it."

True collaboration will not always be easy, Thompson asserted. She asked Wingspread participants: "Are you willing to give up your job because someone else can do it better? Are you willing for someone else to get credit for what you're doing? Politically, can you afford to give up some of what you're doing in the best interest of someone else? The challenge is whether we want systems to work, want that enough to give what I call the blood, sweat and tears to make it happen."

Sidney Gardner described a more recent initiative that also pushes for collaboration at the community level in addressing the problems of at-risk youth and families. The New Futures project, funded by The Annie E. Casey Foundation, is providing $50 million to support comprehensive program development in five cities. The grantee is the community rather than any separate agency or system. Emphasis has been on integration of responses in dropout prevention, youth employment and teen pregnancy prevention, rather than merely patching together distinct efforts. "Youth employment, dropout prevention and teen pregnancy are so related that we ought to challenge communities to pull together their responses. Communities need to come together around a crisis, the crisis of the loss of a third of a generation." Warning against what he called "categorical drift," the tendency in collaborative efforts for systems to divide the plan into pieces and each work on its own in isolation, Gardner recalled his warning to Casey applicants: "We have a staple detector."

Another barrier to collaboration and systemic change identified by Gardner is the potential opposition of each system's workforce to top-down change. "We must include the unions and the people who work directly with children and families from Day One," Gardner argued, "or we will be stuck bringing them another 'genius model' that they're going to buy right out of."

The panelists agreed that we must look beyond specific projects, however successful, and consider how collaboration can be institutionalized. "This is why in the Dropout Prevention

"Are you willing to give up your job because someone else can do it better? Are you willing for someone else to get credit for what you're doing?"
— Thompson

"Youth employment, dropout prevention, and teen pregnancy are so related that we ought to challenge communities to pull together their responses. Communities need to come together around a crisis, the crisis of the loss of a third of a generation."
— Gardner

Collaboratives we felt it was important to invest not in a program but in a process," emphasized Ed Meade. "The process should continue long after the funding period has ended."

Institutionalization has also been a major concern for the New York Governor's School and Business Alliance, said Virginia Thompson. The Alliance works with each of its sites to plan how changes can be built into the ongoing systems when the special money for the initiative has dried up. Thompson stresses, "For a reform to count, it must become part of the system. That's where we have to make sure it resides."

What Do We Do Now?

In a spontaneous role play, the education and human service officials from Connecticut and Mississippi discussed how they might pursue collaboration on returning home. These conversations furnished a wealth of insights into issues with which states will be grappling and collaborative strategies to which they might turn. The dialogue participants were:

Mississippi: Richard Boyd
State Superintendent of Education

Thomas H. Brittain, Jr.
Commissioner
Department of Public Welfare

Connecticut: Lorraine M. Aronson
Deputy Commissioner
State Department of Education

Stephen B. Heintz
Commissioner
Department of Income Maintenance

The excerpts below give something of the flavor and substance of the dialogue.

"How can my people do their jobs differently to help yours . . ."

Heintz: How can my welfare workers use their interviews with clients to support your interest in engaging the families in their kids' schooling? Can you give us questions that our folks ought to be asking?

Aronson: I really don't know what your usual interviews are like. We'd probably want to go beyond things like "Did you go to the parent-teacher conference?"

Heintz: What if we were to pull together a working group of some of our field staff, some folks at the department level, and some teachers and principals? And have them really sit down and think about this issue, to advise us as to how case management can reinforce the connection between the welfare parent and her kid's schooling.

Aronson: I think that's a good idea. I'm also interested in a more formal structure. . .

Heintz: . . . and professional development. It seems to me that my staff and your staff could benefit from some joint training around these issues. And the same with local staff.

"I've got a problem I'd like your help with . . ."

Brittain: Young men too often are left out when the problem of teen pregnancy is tackled. We've developed this newsprint brochure that lays out the basic information — like the fact that a young man who fathers a child has to pay support until the child is 21 — and answers questions teenagers are likely to ask. I'd like to get your help in getting this into the schools. What would you suggest?

Boyd: I think it's a great idea. Now what works best with us is leaving to the local districts the specifics of how the schools would work with the brochure. In a few months every superintendent in the state will be attending a conference sponsored by the state agency. I'd like to have you explain this idea to them, and then your local people in each county can begin to work with the districts.

"We need to see each of our system's missions more broadly without trying to do each other's job and be all things to all people . . ."

Brittain: I know you're limited for space in some schools. But our staff would be willing to work out of a trailer even. A school-based program would let our people dialogue with the teachers and keep up with the individual children.

Boyd: I'd like to work with you on school-based services. What it's really going to call for, I think, is helping redefine the role of the school system. Because schools tend to look at their mission as education from 8:00 to 3:30 . . . Perhaps we could use the management training institutes for principals to start selling them on a more global view of the school's role.

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Aronson: I think that as we start working on some of our shared goals, we need to be clear on what our respective missions are. We need not — and shouldn't — confuse those missions. We need to know what's your job, and how I can support that. We need to know clearly what's my job, and how you can support that. And then there are some areas in the middle.

Heintz: Yes, and right now our definition of our own mission as a welfare department is changing. And as we move towards that redefined mission, I suspect we're going to be looking to you and to the local education agencies to do things they may not already be doing. Or to reorganize the way they are doing things today in order to help us carry out our new mission. Because we can't, in fact, promote self-sufficency of welfare families by ourselves.

Aronson: I agree. And we'll both be drawing in other services — like health and mental health. There's a whole set of services for which I would argue the schools would be an appropriate site, but not an appropriate provider.

"We should present a united front, do joint advocacy for a shared agenda . . ."

Heintz: Let's think about what we need to change in the two systems over which we have control, things we need to go to the legislature for, things that we may need to seek from other state agencies that have an impact. And also issues that we might have to take to the federal government.

Aronson: Yes, and we need to think about building a base of support.

Heintz: It is certainly in our interest as a welfare agency to work with you to promote a common legislative strategy, for example on a four-year-old kindergarten program. It would be very dramatic, since it's never been done in Connecticut before, for the Department of Education and the Department of Income Maintenance to put forward a joint legislative package, including some of the items we've talked about.

"Creating systemic change will mean getting to know the other person's perspective, the mysteries of his regulations and norms, his world and culture, his frustrations, and his goals."
— Valdivieso

"It is impossible to do a good job of revamping the classroom without shoring up the very foundation on which it rests — classrooms will be structurally sound only when we succeed in strengthening the social and family supports of the children who sit in them."
— Blum

"It is here that the dialogue has begun. The next step will be to continue the dialogue in offices and legislatures throughout the country."
— Sugarman

"It is Here That The Dialogue Has Begun"

In concluding remarks reflecting on the preceding Wingspread sessions, Ray Valdivieso of the Hispanic Policy Development Center offered a number of caveats about collaboration. He noted that reform movements are frequently co-opted and used to serve other purposes such as reducing funding. He also warned: "We shouldn't start thinking of collaboration as an end instead of a means. Creating systemic change," Valdivieso reminded participants, "will mean getting to know the other person's perspective, the mysteries of his regulations and norms, his world and culture, his frustrations, and his goals."

Barbara Blum, President of the Foundation for Child Development, noted in her concluding remarks that the mood of the Wingspread participants moved "between fascination and frustration," as they realized how much work will be needed to develop the mutual understanding Valdivieso called for.

Blum stressed that collaboration, to be genuinely effective and long-lasting, will require deep structural change. She described the tasks that lie ahead. "In many schools and for many children, it is impossible to do a good job of revamping the classroom without shoring up the very foundation on which it rests — and classrooms will be structurally sound only when we succeed in strengthening the social and family supports of the children who sit in them. We will need to work *together* to find ways to encourage families. We will need to be concerned with the development not only of children but of parents as well. Collaboration means that *together* we will need to be knowledgeable about the communities in which families live and where our systems operate. *Together* we will need to establish quality standards for our collaborative programs and will need to use categorical funding streams more imaginatively until more flexible funding is available."

The Wingspread roster was made up of people who have been in the forefront of thinking about collaboration and whose job it is to guide those systems which, working together, can offer a more promising future to disadvantaged children and adults. Out of the knowledge and experience they brought to Wingspread and the thoughtful and penetrating colloquy among them during the conference came the beginning elements of a broad-based collaborative agenda. They identified principles which should underlie a new vision for supporting children and families. They gained a better understanding of how each sector functions and of the commonalities among their reform objectives and efforts. They explored some promising areas for collaboration and the barriers which will have to be overcome to be successful.

But they also came to realize how much work remains to be done to develop and implement a collaborative agenda. As Jule Sugarman said of the Wingspread Conference: "It is here that the dialogue has begun. The next step will be to continue the dialogue in offices and legislatures throughout the country."

Joining Forces

Linking the Education and Social Welfare Systems

Wingspread Conference Participants

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Joining Forces

Linking the Education and Social Welfare Systems

Wingspread Radio Programs

The following radio programs for the National Public Radio series *Conversations from Wingspread* were produced in conjunction with the **Joining Forces** conference:

"Welfare Reform." Stephen B. Heintz, Connecticut Commissioner of Income Maintenance, and Joan L. Wills, Director of the National Governors' Association's Center for Policy Research. (R-1374)

"Early Education: Breaking the Cycle of Dependency." Barbara B. Blum, President of the Foundation for Child Development, and Jule Sugarman, Secretary of the Washington State Department of Social and Health Services. (R-1373)

"Breaking the Cycle of Disadvantage." Lisbeth B. Schorr, Lecturer in Social Medicine and Health Policy, and author of *Within Our Reach: Breaking the Cycle of Disadvantage.* (R-1375)

Tapes of these programs are available through The Johnson Foundation, Inc., Post Office Box 547, Racine, Wisconsin 53401-0547; phone (414) 639-3211.

Joining Forces

Summary of Reported State-Level Collaborative Task Forces/Committees, Agreements, and Initiatives

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Joining Forces

Summary of Reported State-Level Collaborative Task Forces/Committees, Agreements, and Initiatives

State	Date Started	Selected Examples	Participants[1]
Alabama	1985	Interagency Agreement on Services for Youth in Need: create ongoing coordinating and planning body	Hum Res, Educ, Ment Hlth/Ment Ret, Yth Svcs
	1985	Interagency Committee on Youth: implement Agreement; host interagency conferences	Hum Res, Educ, Ment Hlth/Ment Ret, Yth Svcs, Law Enf, Courts
Alaska	1982	Tri-Department Committee on Young Children: coordinate policies and regulations; share information	Educ, Hlth & Soc Svcs (umbrella), Comm & Reg Affairs
	1988	Committee on Early Childhood: expand Tri-Department Committee	Educ, Hlth & Soc Svcs (umbrella), Pub Safety, Comm & Reg Affairs, Envrmmt, Law
	1988	Governor's Interim Commission on Children and Youth: develop comprehensive policy recommendations and multi-agency budget initiative on child care, family violence, teen suicide, teen pregnancy, substance abuse, dropouts, runaways	Gov's Off, Educ, Hlth & Soc Svcs (umbrella), Comm & Reg Affrs, Pub Safety
Arkansas	1986	Governor's Task Force on At Risk Youth: develop policy recommendations for comprehensive dropout prevention effort	Gov's Off, Educ, Hum Svcs (umbrella), Voc Ed, Emplymt Security, business
	—	Pre-School Education Program: implement High Scope model of early childhood education	Educ, Hum Svcs (umbrella), Voc Ed
California	1985	Greater Avenues for Independence (GAIN): coordinate design and implementation of welfare reform effort	State and local committees
	1988	Comprehensive Children's Services Steering Committee: develop plan to improve interagency coordination and increase funding for services to at-risk youth; convene meetings with human service agencies to foster collaboration; increase public awareness	Educ, legislature, Juv Ct, others
	1988	CSPA[2] Dropout Prevention Academy Team: develop plan for dropout prevention	Educ, Hlth & Welfare (umbrella), Gov's Off, Emplymt Dev

[1] State-level education participants include the state education agency ("Educ" or "Pub Instruc") and the State Board of Education ("St Bd of Educ"); local-level participants — including schools and district administrative units — are designated "local educ." The configuration of human service agencies varies widely among states. Human service programs which may be grouped together in one agency or which may be housed in separate agencies include: social services for children and youth, adults, and families; income maintenance or welfare; health; substance abuse; and mental health/mental retardation. Generally speaking, we have used the state's own designation, such as Human Resources ("Hum Res"), Human Services ("Hum Svcs"), or Health and Social Services ("Hlth & Soc Svcs"). We note "umbrella" when an agency oversees all or virtually all of the human service programs referenced above. In many instances, local human service units are part of the state organization, and so local participation will not be designated separately.

[2] During 1988, the Council of State Planning Agencies, with funding from the Department of Health and Human Services, conducted a series of strategic planning workshops at which state teams developed plans for dropout reduction and prevention in their states.

State	Date Started	Selected Examples	Participants
Colorado	1983	State Institutional Child Abuse and Neglect Advisory Committee: advise on handling of individual cases in residential care; recommend policy changes, training, etc.	Educ, Hlth, Insts, local soc svcs, others
	1986	Governor's Staff Group on Teen Pregnancy: share information	Soc Svcs, Educ, Hlth, Labor, higher ed, Gov's Job Training Office
	1986	Cooperative Agreement on Services for Exceptional Children	Educ, Soc Svs
	1987	State Interagency Coordinating Council: advise on P.L. 99-457[3] implementation	Educ, Hlth, Insts, Soc Svcs, Legislature, loc educ, parents, others
	1987	State Initiatives Groups: share information about special initiatives on drug abuse, teen pregnancy, early childhood, employment, dropout prevention	Educ, Hlth, Gov's Off, others
Connecticut	1987	Birth to Three Council: plan and implement P. L. 99-457 service coordination	Educ, Hum Res, Hlth, Income Maint, Ch & Yth Svcs, Ment Ret, Higher Educ, others
	1987	Interagency Youth at Risk Team: share information about services for youth at risk	Educ, Ch & Yth Svcs, Hum Res, Income Maint, Justice, Alc & Drug, Hlth, Job Training, Correcs, Off of Policy & Mngmt
	1987	Child Welfare Reform Interim Policy Advisory Council: develop "family policy" to guide improvement of services to children and families	Ch & Yth Svcs, Hum Res, Income Maint, Educ, Hlth, Subs Abuse
	1987	Teen Pregnancy Prevention Council: coordinate community grants initiative with ongoing programs	Hum Res, Income Maint, Ch & Yth Svcs, Envrnmt, Gov's Off, Off of Policy & Mngmt
	1987	Interagency Work Group on Urgent Relief for the Homeless: coordinate McKinney Act[4] planning	Hum Res, Housing, Income Maint, Ment Hlth, Ch & Yth Svcs, Hlth, Subs Abuse, Educ, Off of Policy & Mngmt
	1987	Poverty Work Group of the Governor's Human Services Cabinet: coordinate interagency policies	Income Maint, Hum Res, Educ
Delaware	1986	Governor's Commission on Work & the Family: develop policy recommendations on day care and other issues related to work/family	Hlth & Soc Svcs, Ch Yth & Fams, Labor, Pub Instruc, legislature, loc educ, others
	1987	Children At Risk Committee: develop program recommendations to reduce dropout rate	Pub Instruc, St Bd of Educ, Ch Yth & Fam, Labor, higher ed, local educ, business
	1987	Cooperative Agreement: coordinate services for exceptional children (P.L. 99-457 and transition programs for older children)	Pub Instruc, Labor, Voc Ed, Voc Rehab
	1987	Delaware Youth 2000[5]: conduct comprehensive examination of problems of at-risk youth; create a planning infrastructure	Ch Yth & Fams, Hlth & Soc Svcs Community Affairs, Pub Instruc, Labor
Florida	1987	Multiagency Service Network for Severely Emotionally Disturbed Students: plan, implement, and evaluate services on a region-specific basis	Educ, Hlth & Rehab Svcs (umbrella)

[3] P. L. 99-457, which reauthorized certain programs created by the Education of the Handicapped Act (P. L. 94-142), also authorized an early intervention program for infants and toddlers with handicapping conditions. Under the new measure, in order to secure federal funds, a state is required to establish an interagency council to coordinate these prevention and early intervention services.

[4] The Stewart B. McKinney Homeless Assistance Act (P. L. 100-77) included grants to assist states in providing education for homeless children and youth.

[5] The U. S. Departments of Labor and of Health and Human Services in June 1986 created a nationwide campaign called "Youth 2000." Under this campaign, grants were provided to states to conduct public awareness and planning activities to identify and address the needs of youth.

State	Date Started	Selected Examples	Participants
	1988	Interagency Cooperative Agreement: establish ongoing structure and process for comprehensive joint priority- and policy-setting, and for policy implementation	Educ, Hlth & Rehab Svcs (umbrella)
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Gov's Off, Hlth & Rehab Svcs (umbrella), Educ
	—	Interdepartmental Agreement on Services to Exceptional and Alternative Education Students	
Georgia	1984	Interagency Committee on Transition: develop plan for school-to-work transition of special needs adolescents	Educ, Voc Rehab, Hum Res (umbrella), Correcs
	1985	Interagency Committee for Exceptional Individuals: coordinate services	Educ, Hum Res (umbrella), Correcs, Gov's Off
	1988	Interagency Council for Early Intervention (P.L. 99-457)	
	—	Troubled Children Committee: arrange for and purchase residential care for severely emotionally and/or behaviorally disturbed children; also local committees to resolve specific case issues and address local concerns	Hum Res (umbrella), Educ, local committees
	—	Governor's Task Force on Youth At Risk	Educ, St Bd of Educ, Hum Res (umbrella), Labor, Gov's Off, legislators, others
Idaho	1979	Planning Committee for Children and Youth Services (now Commission for Children and Youth): develop goals and priorities for service delivery and encourage interagency cooperation	
Illinois	1982	Parents Too Soon: develop community-based programs for teen parents to prevent child abuse and parenting problems, and to reduce infant mortality; increase public awareness (supported by a public-private fund called "Ounce of Prevention")	Ch & Fam Svcs, Public Aid, Hlth, Educ, Emplymt Security, Pittway Corporation, others
	1985	Joint Services Children's Initiative: expand care options for children with serious behavioral, emotional, or mental disabilities	Ch & Fam Svcs, Ment Hlth/Dev Disab
	1987	State Interagency Council on Early Education: advise on P.L. 99-457 implementation	Ch & Fam Svcs, Educ
	1987	Governor's Class of 1999 Initiative: develop comprehensive prevention program for youth at-risk	Gov's Off, Educ, Public Aid, Ch & Fam Svcs, Hlth, others
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Gov's Off, Educ, Ch & Fam Svcs, Public Aid, Commerce & Comm Affairs, local educ, others
Indiana	1988	Children At Risk Program: develop dropout reduction programs for pre-school through high school	Educ, with input from other agencies
Iowa	1987	Governor's Welfare Reform Council: implement state initiatives; develop model welfare delivery system	Hum Svcs, Emplymt Svcs, Educ, Econ Dev, Hum Rts, Mngmt
	1987	Interagency Coordinating Council (P.L. 99-457)	Educ, Pub Hlth, Hum Svcs, legislature, parents, others
	1988	Iowa Transition Initiative: coordinate services for school-to-adult transition of developmentally disabled individuals	Hum Svcs, Educ (Spec Ed, Voc Rehab), Emplymt Svcs, Gov's Dev Disab Council

State	Date Started	Selected Examples	Participants
	1988	Family Development and Self-Sufficiency Council: award demonstration grants to provide family development services to families at risk of long-term welfare dependency; evaluate programs and make recommendations to Governor and legislature	Hum Svcs, Pub Hlth, Hum Rts, current/former welfare recipients, others
	1988	Child Development Coordinating Council: develop definition of at-risk; develop guidelines for child development services for at-risk 3- and 4-year olds; inventory services; award grants to programs that provide new or additional services	Hum Rts, Educ, Hum Svcs, Pub Hlth, loc educ, parents, others
Kansas	1980	Children and Youth Advisory Committee: evaluate and report annually on level and quality of services, advise Governor and legislature	Soc & Rehab Svcs, Hum Res, Educ, Hlth & Envrnmt, legislature, courts, others
	1980	Kansas Court/Education/Social and Rehabilitation Services Liaison Committee: resolve interagency problems	Educ, Soc & Rehab Svcs, Office of Judicial Administration
	1988	Kansas State Unified Cooperative Coalition to Ensure Educational Success (KAN-SUCCEED): identify priorities and develop plan to reduce level of student failure and dropout; sponsor program initiative; develop state standards and guidelines for local school districts	Educ, Soc & Rehab Svcs, Hlth & Envrnmt, Hum Res
Kentucky	1986	Governor's Interagency Council on Early Childhood Education and Development: coordinate policy and planning; administer model grant program; develop uniform data base	Gov, St Bd of Educ, Hum Res (umbrella), others
	1988	CSPA Dropoput Prevention Academy Team: develop plan for dropout prevention	Hum Res (umbrella), Educ, others
	1988	Kentucky Integrated Delivery System (KIDS): place human service agency personnel in schools; initiate broader coordination of resources to meet educational and personal needs of children	Hum Res (umbrella), Educ, others
Louisiana	1986	Task Force on Dropouts: provide advice to Dept. of Educ. and explore opportunities for collaboration	Educ, St Bd of Elem & Sec Educ, Gov's Off, Hlth & Hum Res, unions, others
	1988	Project for State and Local Action to Ensure Education Success for Children and Youth At Risk: develop state statute guaranteeing education and related services; sponsor interagency training conferences to foster collaboration (CCSSO grant[6])	Educ, St Bd of Elem & Sec Educ, Labor, Hlth & Hum Res, Correc, local educ, unions, others
Maine	1986	Advisory Committee on Truancy, Dropouts and Alternative Education	Educ & Cultural Svcs, Hum Svcs (umbrella), Ment Hlth/Ment Ret, Labor, Correc, local schools, others
	1987	Human Resources Development Council: coordinate programs (established by Governor)	

[6] In 1988, the Council of Chief State School Officers awarded grants of up to $40,000 to eleven states to assist the education department in working with other state agencies to achieve the objectives of the Council's policy statement, "Assuring School Success for Students At Risk." The eleven states include California, Colorado, Georgia, Illinois, Louisiana, Maryland, Mississippi, North Carolina, Pennsylvania, Vermont, and Wisconsin.

State	Date Started	Selected Examples	Participants
Maryland	1978	State Coordinating Committee: coordinate services to handicapped children in residential placement	Educ, Hum Res, Hlth & Ment Hygiene, Juv Svcs, Gov's Off of Ch & Yth
	1984	Interdepartmental Committee on Teen Pregnancy: promote cooperation at state and local level; sponsor annual conference; develop statewide communications network; provide incentive grants to local education agencies	Hum Res, Hlth & Ment Hygiene, Educ, Juv Svcs, Econ & Emplymnt Dev, Gov's Off of Ch & Yth
	1986	Governor's Council on Adolescent Pregnancy: promote interagency coordination and public awareness; monitor progress toward goals set by 1985 Governor's Task Force; develop policy recommendations	Gov's Off of Ch & Yth, Hum Res, Educ, Hlth & Ment Hygiene, Econ & Emplymt Dev, Bdgt & Fiscal Planning, higher educ, local govts, legislature, citizens
	1987	Governor's Sub-Cabinet: coordinate programs for children and youth	Educ, Hum Res, Hlth & Ment Hygiene, Juv Svcs
	1987	Governor's Interagency Council for Children: plan P. L. 99-457 implementation	Educ, Hum Res, Hlth & Ment Hygiene, Gov's Off of Ch & Yth
	1988	Interagency Model Program Planning Committee: design pilot community service program for at-risk families (Annie E. Casey Foundation child welfare reform project[7])	Hum Res, Educ, Hlth & Ment Hygiene, Juv Svcs, local agencies, Gov's Off of Ch & Yth
Massachusetts	1986	Commonwealth Futures Steering Committee and Workgroup: provide oversight and implementation support to dropout prevention and reentry effort that emphasizes local community initiatives	Educ, Offc of Training and Emp Policy, Yth Svcs, Pub Welf, Gov's Off, others
	1987	Governor's Commission on Employment of the Handicapped: promote public awareness	Educ, Soc Svcs, others
	1987	Inter-Secretariat Task Force: coordinate activities and resources for early childhood and child care	13 state agencies
	1988	Interagency Agreement to allow foster parents to be education advocates for foster children	Educ, Soc Svcs
Michigan	1985	Early Childhood Ad Hoc Advisory Committee: develop standards for preschool programs	St Bd of Educ, Soc Svcs, Pub Hlth, Ment Hlth, higher ed, loc educ, others
	1986	Michigan Interagency Committee on the Black Child: conduct series of conferences to examine state policies; develop recommended programmatic strategies to address crisis faced by black children	St Bd of Educ, Lt Gov, Ment Hlth, Educ, Pub Hlth, Agriculture, Civil Rights, Commerce, Correcs, Labor, Management & Budget, Soc Svcs, Transp, State Police, Nat Resources, Sec of State
	1988	Michigan Human Services Cabinet Task Force on Youth Services: review current agency responsibilities; develop principles for delivery system; designate services which should be administered by a single agency; recommend a consolidated funding strategy	Soc Svcs, Educ, Ment Hlth, Commerce, Pub Hlth, Gov's Off, Civil Rights, Management & Budget
	1988	State Interagency Coordinating Council for Handicapped Infants and Toddlers: advocate for target population; review services and recommend improvements (P.L. 99-457)	Educ, Soc Svcs, Pub Hlth, Ment Hlth, others

[7]The Annie E. Casey Foundation is funding a demonstration child welfare reform project, with an objective of reshaping the current system to emphasize community-based early intervention and prevention. The project is directed by the Center for the Study of Social Policy, which provides technical assistance to participating states.

State	Date Started	Selected Examples	Participants
	1988	Maternal and Child Health Task Force: recommend state policy changes; coordinate program data	Pub Hlth, Soc Svcs, Educ, Ment Hlth, Management & Budget
	—	Interagency Migrant Services Committee: coordinate service delivery (also regional interagency councils)	Educ, Soc Svcs, Labor, Pub Hlth, Civil Rts, Emplymt Security, others
Minnesota	1982	State Interagency Early Childhood Intervention Steering Committee: develop interagency policy requiring services for young handicapped children; identify agency responsibilities; coordinate programs	Educ, Hlth, Hum Svcs (umbrella), consumers, advocates, providers
	1984	Interagency Agreement: develop comprehensive plans for early intervention for handicapped youngsters and those at risk of handicapping conditions; conduct needs assessment; provide training to local interagency committees	Educ, Hlth, Hum Svcs (umbrella)
	1987	Interagency Agreement on Early Childhood Intervention: continue and expand efforts started with 1984 agreement; facilitate implementation of P. L. 99-457	Educ, Hlth, Hum Svcs, (umbrella)
	1987	Interagency Ad Hoc Task Force on Adolescent Pregnancy: share information; identify problems and recommend solutions; provide technical assistance to local communities	Hlth, Hum Svcs (umbrella), Educ, Jobs & Trng, Office of Jobs Policy, State Planning
	1988	Youth 2000 Advisory Committee: advise lead agency on project, which will provide planning grants to local communities	Office of Jobs Policy, Hlth, Hum Svcs (umbrella), Educ, Correcs, State Planning, others
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Educ, State Planning, Hum Svcs (umbrella), Correcs, Gov's Off, legislature, others
	1988	Children's Policy Academy: develop state policy framework and unified budget proposal	Educ, Finance, State Planning, Hum Svcs (umbrella), Lt Gov, Office of Jobs Policy, Jobs & Trng, legislature, local educ, others
	—	Council on Children, Youth, and Families: advise Governor and legislature on cross-agency issues	Hum Svcs (umbrella), Educ, Finance, Jobs & Trng, Pub Svc, Correcs, State Planning
	—	Interagency Team on Child Abuse and Neglect: develop interagency policy and programming; conduct interagency training	Pub Safety, Hlth, Educ, Hum Svcs (umbrella), Correcs, State Planning, Atty Genl, courts, others
Mississippi	1984	Child and Adolescent Service System Program (CAASSP)[8]: develop needs assessment of children in need of mental health services; implement case management system; coordinate local information-sharing councils	Ment Hlth, Educ, Hlth, Pub Welfare, hospitals, advocates, others
	1984	Juvenile Justice Task Force: develop policy and organizational recommendations on broad range of children's issues, especially abuse	
	1988	CSPA Dropout Prevention Academy team: develop plan for dropout prevention	Gov's Off, Educ, Hlth, Pub Welfare, higher ed, Gov's Off of Fed-St Progs

[8] The Child and Adolescent Service Program (CAASSP) is a National Institute of Mental Health project to promote the development of state and local plans for addressing the mental health needs of seriously emotionally disturbed children and youth. Among the principles underlying CAASSP is multi-system coordination to meet the range of needs of these youngsters and their families.

State	Date Started	Selected Examples	Participants
	1988	Assuring an Education for Homeless Children: coordinate McKinney Act planning	Educ, Pub Welfare, Hlth, Gov's Off of Fed-St Progs, Ment Hlth, loc govt, others
	1988	Building Bridges for Success: promote public awareness about problems of at-risk youth; develop and gain passage of a state educational entitlements statute (CCSSO grant)	Educ, Pub Welfare, Ment Hlth, Gov's Off, Gov's Off of Fed-St Progs, Public Hlth
	1988	Interagency Coordinating Council: advise lead agency on P. L. 99-457 services	Gov's Off of Fed-St Progs, Hlth, Ment Hlth, Educ, Pub Welfare, advocates, others
Missouri	1983	Children's Services Commission: encourage and facilitate coordination; develop an integrated state plan	Elem & Sec Educ, Soc Svcs, Hlth, Ment Hlth, Juv Ct, legislature
	1988	Neonatal Intensive Care Project: develop P.L. 99-457 services	Elem & Sec Educ, Hlth, local providers
	1988	Caring Communities: coordinate service delivery in target communities	Elem & Sec Educ, Hlth, Soc Svcs (umbrella)
Nebraska	1987	Intergovernmental and Community Planning Process: develop a state plan for achieving a public policy to strengthen families; establish pilot community-based Family Preservation Teams	
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Soc Svcs, Gov Off, Educ, local educ
Nevada	1986	Statewide Task Force on At Risk Youth: establish common definitions and data collection procedures; develop policy recommendations based on "what works"	Educ Hum Res (umbrella), Emplymt Security, Job Training, Bur Alc & Drug Abuse, local educ
	1987	Interagency Coordinating Council: plan and implement P. L. 99-457 service coordination	Eudc, Hum Res (umbrella), higher ed, others
New Hampshire	1987	Interagency Team: develop services for children with special needs	Educ, Hlth & Hum Svcs (umbrella)
New Jersey	1983	Governor's Committee on Children's Services Planning: serve as problem-solving group on planning and coordination of services; develop recommendations for service additions and improvements; promote public awareness	Hum Svcs (umbrella), Hlth, Corrects, Labor, Educ, Public Advocate, Commty Affairs, Courts, voluntary agencies, others
	1985	Governor's Task Force on Services to Disabled Persons: develop recommendations to improve service system	Hum Svcs (umbrella), Educ, Hlth, Pub Safety, Corrects, Transprtn, Commty Affairs, Higher Ed, Labor, Public Advocate, voluntary agencies, business, citizens
	1987	School Based Youth Services: provide comprehensive support services to help adolescents stay in school	Hum Svcs (umbrella), Educ, local educ, local providers
	–	State Job Training Coordinating Council At-Risk-Youth Task Force: develop recommendations for reducing youth unemployment	Educ, Labor, Corrects, Hum Svcs (umbrella), business, others
New Mexico	1986	National Committee for the Prevention of Child Abuse/ New Mexico Chapter: coordinate child abuse prevention efforts	Gov's Off, Hum Svcs, Educ, Hlth & Envrnmt, Corrects, others
	1987	Governor's Cabinet Council on Children and Youth: identify priorities; establish common data base; develop programs with emphasis on prevention	Gov's Off, Hum Svcs, Educ, Hlth & Envrnmt, Corrects, others

State	Date Started	Selected Examples	Participants
	1988	"Joining Forces"[9] Committee: identify existing programs for at risk youth; provide assistance to local school districts undertaking reform effort; work with Governor's Cabinet Council	Educ, Hum Svcs, Hlth & Envrnmt, Correcs
	—	Joint Powers Agreement: clarify responsibility for licensing of child care facilities	Hum Svcs, Hlth & Envrnmt
New York	1977	Governor's Council on Children and Families: develop more efficient services by convening discussions, resolving issues, and coordinating programs	
	1984	Governor's Task Force on Adolescent Pregnancy: analyze current services; advise Governor and legislature on state policy and program development; promote development of preventive strategies; develop guidelines for allocation of new program dollars to fund local projects	Council on Ch & Fams, Soc Svcs (umbrella), Educ, higher educ, legislature, local govt, voluntary agencies, others
	1985	PINS Diversion State Interagency team: approve local plans for coordinated, community-based services to troubled youth	Soc Svcs, (umbrella), Educ, Div of Crim Just, Council on Ch & Fams, Ment Hlth, others
	1985	Advisory Committee on Runaway and Homeless Youth: assist lead agency in developing regulations for new program and in coordinating resources	Soc Svs (umbrella), Educ, Div for Youth, Div for Housing and Community Development, Council on Ch & Fams
	1985	Governor's Commission on Domestic Violence Interagency Committee: coordinate funding and contract management; provide technical assistance	Correcs, Labor, Crim Just, Educ, Human Rts, Hlth, Div for Youth, Housing & Community Development, Alcoholism, others
	1986	Vocational Education Project and Welfare Education Program: provide education, training, and support services for AFDC recipients	Educ, Soc Svcs, (umbrella)
	1987	Community Schools Task Force: develop guidelines and review applications for new grants program to assist elementary schools in becoming the base for provision of wide range of services; assist in securing cooperation of other agencies; advise lead agency	Educ, Soc Svcs (umbrella), citizens, others
	1987	Youth At Risk and Community Partnership Grants: promote coordination of school and community resources for youth at risk of not completing school	Educ (administering agency)
North Carolina	1984	Adolescent Parenting Program: develop model programs for serving adolescent parents	Hum Res (umbrella), local educ
	1987	Governor's Commission for the Family: develop and promote policy recommendations for strengthening families	
	1988	At-Risk Children and Youth Task Force: Conduct needs assessment; conduct statewide conference; develop policy and legislative recommendations (CCSSO grant)	Pub Instruc, St Bd of Educ, Hum Res, Community Colleges, others
North Dakota	1986	Children and Adolescents At Risk Commission (CAAR): develop comprehensive policy recommendations to address needs across all sectors	Gov's Off, state agencies, advocates, private citizens

[9]This committee was established when the state departments received NASBE's announcement of the project. Through the committee, the departments worked together to complete the survey, and have agreed to explore possible avenues of joint action.

State	Date Started	Selected Examples	Participants
	1987	Children's Services Coordinating Committee: implement CAAR recommendations	Lt. Gov (chair), Hum Svcs, Pub Instruc, Insts, Atty Genl, Hlth (includes Ment Hlth), Voc Educ, Indian Affairs, others
	1988	Families First: design and implement a model child welfare system (Annie E. Casey Foundation child welfare reform project)	Gov's Off, Hum Svcs, Pub Instruc, Insts, Hlth (includes Ment Hlth)
Ohio	1982	Governor's Early Intervention Council: design a comprehensive service system for parents and children age 0-4	Educ, Hum Svcs, Hlth, Ment Hlth, Ment Ret, others
	1988	Education 2000 Commission: advise on ways to improve education	St Bd of Educ, local educ, business, legislature; ex officio: Hum Svcs, Educ, higher educ, Gov's Off, Budg & Mngmt, Taxation
Oklahoma	1983	Interagency Task Force: coordinate services for children adjudicated "in need of treatment"	Hum Svcs, Ment Hlth, Hlth
	1985	State Interagency Child Abuse Prevention Task Force: coordinate prevention activities (local task forces also established)	
	1985	Integrated Services Project: coordinate services to increase family self-sufficiency, using a case management/client agreement approach; develop common taxonomy and resource directory[10]	Hum Svcs, Hlth, Ment Hlth, Pub Instruc, Emplymt Security, Commerce, JTPA, higher ed, voluntary agencies, others
	1987	Governor's Task Force: review, evaluate and make recommendations to improve children's services	
	1988	Child Deaths Study Task Force: examine child fatalities and recommend ways to reduce number	
Oregon	1983	Youth Coordinating Council: review needs of youth at risk of chronic unemployment; recommend program and policy improvement; finance and encourage adoption of model progams	Educ, Hum Res (umbrella), Job Training, Juv Svcs, local educ, local govt, others
	1985	Human Resources/Education Policy Council: advise department heads, especially on programs for children at risk and on development of alternative and community programs; improve interdepartmental coordination	Educ, Hum Res (umbrella)
	1987	Student Retention Initiative (SRI): help school districts start programs for at-risk youth; promote replication of successful models; operate competitive grant program; improve state agency and local level collaboration	Hum Res (umbrella), Educ, Job Training, Juv Svcs, local planning groups
	1988	Children's Agenda: create local task forces to inventory services for children, identify needs, and recommend state and local action; develop Governor's budget submission based on local plans (extension of SRI to focus on younger ages)	
	1988	Welfare Reform Task Force: recommend changes in welfare system to promote self-sufficiency	Hum Res (umbrella), Educ, legislature, others

[10] Under Section 1136 of P. L. 98-369, the U. S. Department of Health and Human Services funded five state demonstration projects designed to test how "service integration" could promote family self-sufficiency and reduce long-term welfare dependency. The five states include Arizona, Florida, Maine, Oklahoma, and South Carolina. Initial funding was provided to states in 1985, and final evaluation of the projects is to be completed in late 1989.

State	Date Started	Selected Examples	Participants
Pennsylvania	1985	Child and Adolescent Service System Program (CAASSP) Policy Committee: develop a coordinated system of care at the local level for children and adolescents with serious mental illness and for their families	Pub Welf (umbrella), Educ, Juv Ct, Gov's Off of Policy Development, others
	1987	Successful Students' Partnership Advisory Council: develop policy and legislative recommendations; promote public awareness (CCSSO grant)	Educ, Hlth, Pub Welfare (umbrella), Labor, Commty Affairs, local educ, business, others
	–	Agreement on Early Intervention for Preschool Handicapped Children	Educ, Hlth, Pub Welf
	–	Agreement on Transition of Handicapped Students from School to Work	Educ, Labor & Industry
	–	Student Assistance Program: train core teams to work in schools on substance abuse, suicide	Educ, Hlth, Pub Welf
Puerto Rico	1987	Diagnostic and Performance Alternatives for Out-of-School Youngsters: locate 24,000 students who have dropped out in last two years and develop alternative programs for them; provide interdisciplinary support	Soc Svcs, Educ, Justice; related agencies include Hlth, Drug & Alc Abuse Prev, Labor, Hum Res, Agriculture, Sports & Rec, Youth Affairs, business; also local committees
	1988	CSPA Dropout Prevention Academy Team; develop plan for dropout prevention	Gov's Off, Soc Svcs, Justice, Sports & Rec, Educ
South Carolina	1988	Agreement Between the South Carolina Departments of Education and Social Services: define common philosophical base for Child Protective Services; establish procedures for handling abuse and neglect; define "educational neglect"; provide for reciprocal training and exchange of information	Educ, Soc Svcs
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Budget & Control, Educ, Soc Svcs, Alc & Drug Abuse, local educ, others
South Dakota	1988	Governor's Conference on Youth At Risk: promote awareness and facilitate development of local strategies	co-planners/sponsors: Hlth, Voc Educ, Labor, Educ & Cultural Affairs, Indian Affairs, Atty Genl, Soc Svcs, Correcs, others
Tennessee	1985	VICTORY NETWORK: coordinate employment, education and training services to AFDC and Food Stamp recipients	Hum Svcs, Educ (Basic Ed and Voc Ed), Labor, Emplymt Security; also local interagency committees
	1986	Responsible Adolescent Parenting (RAP): provides services to children in foster care to prevent pregnancy and to teen parents on AFDC to keep them in school and prevent child abuse and long-term welfare dependency; promote public awareness	Hum Svcs, local educ, local health providers, others
	1987	Interdepartmental Homeless Committee: coordinate services	
	1987	Interagency Coordinating Council: advise Dept. of Education on needs of handicapped toddlers (P. L. 99-457)	
Texas	1979	Communities in Schools: provide one-on-one counseling and other services to help high-risk youngsters stay in school, using agency staff located on school site (adaptation of Cities in Schools model)	St Bd of Educ, Educ, Hum Res, local educ, Emplymt Commission, business

State	Date Started	Selected Examples	Participants
	1986	Interagency Council on Early Childhood Intervention: establish direction of program; determine allocation of resources (P. L. 99-457)	Educ, Ment Hlth/Ment. Ret, Hlth, Hum Svcs
	1986	Teen Parent Initiative (TPI) Interagency Council: advise Dept. of Human Services on project to promote self-sufficiency of pregnant and parenting teens and teens at risk of becoming parents; project includes a statewide forum to promote public awareness and develop action strategies and 5-year pilot projects to develop a model of comprehensive services	Hum Svcs, Educ, Emplymnt, Hlth, Ment Hlth/Ment Ret, Atty Genl
	1986	At-Risk Youth Resource Assistance Agreement: improve coordination to identify dropouts and students at risk of dropping out and to provide appropriate education, training, and employment services; provide technical assistance to local communities; create improved data and tracking systems on dropouts	Educ, Commerce/JTPA
	1987	Interagency Coordinating Council: coordinate policies and services for students who are at risk of dropping out or who have dropped out	Educ, Commerce, Hum Svcs, Emplymnt, Higher Ed, Correcs, Alc & Drug Abuse, others
	1987	Procedures and Understandings for Serving Students Placed in Community Care Homes: coordinate and provide more effective educational services; improve cross-agency communication	Educ, Youth Commission
	1987	Inter-Agency Agreement for the Provision of Statewide Transition Services: develop a system to provide school-to-adult transition services for persons with disabilities	Educ, Rehab, Ment Hlth/Ment Ret
	1988	School-Age Pregnancy Prevention Advisory Committee: expand membership of TPI Interagency Council; advise Department of Human Services on project	Hum Svcs, Educ, Emplymnt, Hlth, Ment Hlth/ Ment Ret, Atty Genl; adds business, private sector, citizen representatives
Utah	1975	Joint Interagency Coordinating Council: discuss issues of mutual concern	Educ, Soc, Svcs, Hlth, Rehab
	1982	Youth in Custody Program: coordinate services to youth in institutions and, using local advisory councils, to youth being returned to the community from institutions	State Bd of Educ, Soc Svcs
	1986	State Ad Hoc Homeless Planning Committee: coordinate services	Hlth, Soc Svcs, Job Svcs, Commty & Econ Dev, Education, business, voluntary agencies
	1987	Interagency Coordinating Council (P. L 99-457)	Educ, Hlth, Soc Svcs, parents, others
	1987	Governor's Task Force on Teenage Pregnancy Prevention: analyze nature and extent of problem and existing strategies; promote public awareness: develop recommendations for Governor, legislature, and state and local agencies	Soc Svcs, Educ, St Bd of Educ, Gov's Off, Hlth, legislature, others
	—	Drug Abuse Prevention: develop, implement, and evaluate a comprehensive K-12 curriculum	Educ, Soc Svcs, Hlth
Vermont	1985	Child and Adolescent Service System Program (CAASSP): improve delivery and coordination of services for youth age 0-18 with severe emotional disturbance; develop System of Care model; includes Interagency Cooperative Agreement	Agency of Hum Svcs (umbrella), Educ, local interagency teams

State	Date Started	Selected Examples	Participants
	1986	Governor's Task Force for the Prevention of Teenage Pregnancy: review existing programs and develop recommendations for actions needed; renewed to monitor progress	Agency of Hum Svcs (umbrella), Educ, Emplymnt & Trng, Hlth, voluntary agencies, others
	1986	Reach Up: promote long-term self-sufficiency of single parents receiving AFDC through program of education, training and employment, and through extended support services for transition period	Agency of Hum Svcs, (umbrella), Emplymnt & Trng, Educ, higher ed, others
	1986	Dependent Care Grant Program: expand referral system and increase school-age child care services; sponsor information conference (Federal Dependent Care Program[11])	Agency of Hum Svcs (umbrella), Educ
	1987	Project for State and Local Action to Ensure Education Success for Children and Youth at Risk: promote public awareness; develop pilot comprehensive service models in two districts; conduct statewide forum (CCSSO grant)	Educ, Emplymt & Trng, Gov's Off, Agency of Human Svcs (umbrella), Alc & Subs Abuse, legislature, others
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Educ, Hum Svcs, Gov's Off, Emplymt & Training, others
Virginia	1975	Governor's Advisory Board on Child Abuse and Neglect: periodically evaluate status of prevention, identification and treatment efforts; develop recommendations for Governor and legislature	Soc Svcs, Hlth, Educ, Ment Hlth/Ment Ret, Dept for Children, Atty Genl, Yth Svcs
	1986	Commonwealth Alliance for Drug Rehabilitation and Education (CADRE): through state and local councils, develop and implement a coordinated plan to reduce juvenile drug and alcohol abuse	Atty Genl, Educ, Ment Hlth/Ment Ret, Soc Svcs
	1986	Interagency Coordinating Council on Delivery of Related Services to Handicapped Children: develop interagency plan for services; foster and facilitate local cooperation; resolve systemic and interagency problems; identify gaps and duplication	Educ, Soc Svcs, Correcs, Hlth, Rehab Svcs, Ment Hlth/Ment Ret, Housing & Comm Dev, Dept for Children, others
	1987	Consortium of Child-Serving Agencies: administer Interagency Pool (small amount of new resources) for severely emotionally disturbed children	Soc Svcs, Correcs, Educ, Ment Hlth/Ment Ret/Subs Abuse, Dept for Children
	1987	Statewide Council on Infant Mortality: exchange information; report annually to Governor on promising initiatives	Ment Hlth/Ment Ret/Subs Abuse, Hlth, Soc Svcs, Educ, Med Assist, Dept for Children, others
	1987	Virginia Council on Coordinating Prevention: develop comprehensive plan for action to promote healthy lifestyles, responsible parenthood, healthy mothers and babies, positive child and youth development, positive family life, gainful employment and literacy, independent living, and a safe environment	Aging, Dept for Children, Educ, Hlth, Soc Svcs, Correcs, Med Assist, Ment Hlth/Ment Ret/Subs Abuse, others
	1988	State Interagency Coordinating Council: advise lead agency on development of PL 99-457 system	Ment Hlth/Ment Ret/Subs Abuse, Educ, Hlth, Soc Svcs, Dept for Children, Med Assist, others
	1988	CSPA Dropout Prevention Academy Team: develop plan for dropout prevention	Educ, St Bd of Educ, Soc Svcs, Transp & Pub Safety, Emplymnt, local schools, legislature

[11] A 1986 omnibus human service measure, P. L. 99-425, reauthorized the federal Dependent Care Program. This measure provides 75% federal matching grants to states to set up child care programs for school-aged children who have no one to care for them before or after school, and to disseminate information on the availability of child care.

State	Date Started	Selected Examples	Participants
Virgin Islands	1983	Interagency Council: promote interagency coordination of prevention and intervention services for handicapped youngsters (originally covering ages 3-5, expanded to include infants and toddlers per P. L. 99-457)	Hlth, Educ, Hum Svcs
	1986	Child and Adolescent Service System Program (CAASSP): implement interagency agreement to develop therapeutic foster care program for severely emotionally disturbed youngsters	Hum Svcs, Educ, Hlth, others
	1987	Task Force on Sexual Abuse: coordinate agency efforts; promote public awareness	Educ, Pub Safety, Hum Svcs, Hlth, Labor, legislature
	1988	Adolescents Networking Services Which Encourages Responsibility (ANSWER): coordinate teenage pregnancy and parenting efforts	Hlth, Hum Svcs, Educ (organized by voluntary agency, which is a member)
	–	Drug Policy Task Force: develop plan to expend new resources for combatting drug abuse	Hlth, Educ, Police, Hum Svcs, Justice, others
Washington	1982	Birth to Six Planning Project: expand and coordinate services to handicapped youngsters (originally covering ages 3-5, extended to infants and toddlers per P. L. 99-457 in 1986)	Soc & Hlth Svcs (umbrella), Pub Instruc, others
	1983	School-Based Primary Intervention Project: detect and address social and emotional problems of children in kindergarten through third grade to prevent later learning difficulties	Soc & Hlth Svcs (umbrella), Pub Instruc, local educ, commty ment hlth
	1986	Joint Agreement Between the State Superintendent of Education and the Secretary of Social and Health Services: affirm top-level commitment to develop and support joint initiatives for children and families; create joint staff group to assess current activities and propose new efforts	Soc & Hlth Svcs (umbrella), Pub Instruc
	1987	Partnerships for the Future (conference): share information about local interagency efforts on behalf of children with handicapping conditions	Pub Instruc, Soc & Hlth Svcs (umbrella), others
	1988	Youth 2000: conduct regional and state conferences to promote public awareness and develop strategies to address problems of youth	Soc & Hlth Svcs (umbrella), Pub Instruc, Community Development, Emplymt Security, others
	–	Child and Adolescent Service System Project (CAASSP): develop a comprehensive, coordinated family-focused service system for chronically emotionally disturbed children and adolescents	Soc & Hlth Svcs (umbrella), Pub Instruc, others
	–	Statewide Steering Committee on Adolescent Pregnancy Prevention and Child Care: promote public awareness; coordinate use of resources	Soc & Hlth Svcs (umbrella), Pub Instruc, others
	–	Child Care Planning and Development Grants: expand local referral services and school-age child-care in school facilities (Federal Dependent Care grant)	Soc & Hlth Svcs (umbrella), Pub Instruc, others
West Virginia	1981	Medley Management Team: under court order, oversee deinstitutionalization of developmentally disabled youth and creation of community-based services	Hlth, Educ, Hum Svcs, Rehab Svcs, State Advocacy Organization

State	Date Started	Selected Examples	Participants
	1984	Adolescent Pregnancy and Parenting State Task Force: identify principles and components of comprehensive service system; promote public awareness	Hlth, Educ, Hum Svcs, local schools, voluntary agencies, others
	1987	Governor's Council on Children and Youth: develop recommendations to improve service delivery and increase collaboration and cooperation	Hlth, Correcs, Hum Svcs, Educ, Voc Rehab, Culture & History (advisory group includes others)
	1987	Project Homecoming: return severely emotionally disturbed children from out-of-state placements to W. Va. community-based programs; identify new resources and better ways to use current resources to accomplish this	Hum Svcs, Hlth, Educ
	–	Interagency Coordinating Council (P. L. 99-457)	
Wisconsin	1985	Youth Suicide Prevention Council: advise State Superintendent of Public Instruction; develop cooperative training, materials and technical assistance programs	Pub Instruc, Hlth & Soc Svcs (umbrella), Council on Crim Just, local education
	1985	CHOICES Committee: coordinate state agency program development for adolescent girls; award grants to encourage local cooperative planning	Hlth & Soc Svcs (umbrella), Pub Instruc, Industry Labor & Hum Rels, higher ed, others
	1985	Youth Employment Committee: coordinate policy and program development	Hlth & Soc Svcs (umbrella), Pub Instruc, Industry Labor & Hum Rels
	1986	Children at Risk Initiative: require local plans re services for children at risk and provide resources for implementation; foster local collaboration; Intra-Agency Committee on Children At Risk assists Dept. of Public Instruction in implementation, including development of a resource guide (succeeded Youth Employment Committee)	Pub Instruc, Hlth & Soc Svcs (umbrella), Gov's Off, legislature, others
	1986	Inter-Agency Work Group for Dropout Prevention and Youth Employment: assess existing services and research; develop policy recommendations for serving children at risk (CCSSO grant)	Pub Instruc, Hlth & Soc Svcs (umbrella), Gov's Off, Industry Labor & Hum Rels, St Bd for Voc Tech & Adult Ed, legislature
	1988	Learnfare: encourage self-sufficiency by linking AFDC benefit receipt and school attendance	Hlth & Soc Svcs (umbrella), Educ, law enforcement, juv justice
Wyoming	1987	Early Intervention Council (P. L. 99-457)	

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